



# **ESTIMATES COMMITTEE 1958-59**

## **FIFTY-EIGHTH REPORT**

**(SECOND LOK SABHA)**

**MINISTRY OF HOME AFFAIRS**

**Administration of Union Territories**



**LOK SABHA SECRETARIAT  
NEW DELHI**

*April, 1959/Vaisakha 1881 (Saka)*

*Price Rs. 2.10 nP*





## CONTENTS

	PAGES
COMPOSITION OF THE COMMITTEE . . . . .	(vii)
INTRODUCTION . . . . .	(ix)
I.—ADMINISTRATIVE SET-UP . . . . .	1—14
A. At the Central Level . . . . .	1—3
(a) Allocation of responsibilities . . . . .	1
(b) Organisational set-up in the Ministry of Home Affairs . . . . .	1-2
(c) Liaison with other Ministries . . . . .	2-3
(d) Advisory Committees . . . . .	3
B. At the State Level . . . . .	4—8
(a) The Administrators . . . . .	4
(b) General set-up and staff position . . . . .	4-5
(c) Reorganisation proposals . . . . .	5—7
(i) Reorganisation of Delhi Administration . . . . .	5-6
(ii) Reorganisation of the Administrations of Himachal Pradesh, Manipur and Tripura . . . . .	6-7
(d) Advisory Councils . . . . .	7-8
C. Territorial Councils . . . . .	8—14
(a) Background . . . . .	8
(b) Composition and functions . . . . .	8
(c) Coordination with the Administrations concerned . . . . .	9
(d) Transfer of functions, staff and equipment . . . . .	9-10
(e) Officers and staff of the Councils and their conditions of service . . . . .	10-11
(f) Enhancement of powers etc. . . . .	11-12
(g) Financial resources . . . . .	12—14
(h) Exceptions and conditions . . . . .	14
(i) Centrally Sponsored Schemes . . . . .	14
(ii) Panchayats . . . . .	14
(i) Standing Committees . . . . .	14
II.—GENERAL . . . . .	15—23
A. Delegation of powers to Administrators . . . . .	15-16
B. Financial position . . . . .	16-17
C. First and Second Five Year Plans . . . . .	17
D. Expenditure on Social Services and Civil Administration of Union Territories . . . . .	17—19
E. Personnel Requirements . . . . .	19—21
(a) Difficulties experienced . . . . .	19
(b) Joint Cadres for administrative posts . . . . .	19-20
(c) Shortage of technical personnel . . . . .	20-21
F. Pay scales and allowances . . . . .	21
G. Economies effected . . . . .	
H. Scheduled Castes, Scheduled Tribes and other Backward Classes	
I. Land reforms and Cooperation in Union Territories . . . . .	
J. Annual Report . . . . .	

III.—DELHI.	24—39
A. Historical Background . . . . .	24
B. Five Year Plans . . . . .	24—26
C. Educational Facilities . . . . .	26
D. Medical Services . . . . .	27—29
(a) Extent of responsibility of the Delhi Administration and the Central Ministries . . . . .	27—28
(b) Irwin Hospital . . . . .	28—29
(c) Maulana Azad Medical College . . . . .	29
(d) General recommendations regarding Medical Services . . . . .	29
E. Housing Schemes . . . . .	29—30
F. Industries . . . . .	30—31
(a) Idle capacity in existing industries . . . . .	30
(b) Industrial Estate at Okhla . . . . .	31
G. Delhi Milk Supply Scheme . . . . .	31—33
H. Rural Water Supply . . . . .	33
I. Rural Electrification . . . . .	33
J. Irrigation, Navigation etc. . . . .	33—34
K. Welfare of Scheduled Castes . . . . .	34
L. Amenities in Outlying Colonies . . . . .	35
M. Delhi Police . . . . .	35—39
(a) Expenditure . . . . .	35
(b) Incidence of Crime . . . . .	35
(c) Traffic Problem . . . . .	36
(d) Special Problems of Delhi Police . . . . .	36—37
(e) Efficiency . . . . .	37—38
(f) Separate cadre for subordinate posts . . . . .	38
(g) Police Stations in Outlying Colonies . . . . .	38
(h) Recruitment and Training . . . . .	38—39
(i) Supervision . . . . .	36
(j) Equipment etc. . . . .	39
N. Public Relations Committee and Industrial Advisory Board . . . . .	39
IV.—HIMACHAL PRADESH . . . . .	40—49
A. Historical Background . . . . .	40
B. Five Year Plans . . . . .	40—41
(a) First Plan . . . . .	40
(b) Second Plan . . . . .	40—41
C. Forests . . . . .	41—42
D. Communications . . . . .	42—43
E. Medical and Public Health . . . . .	43—45
(a) Available facilities . . . . .	43—44
(b) Prevalent diseases . . . . .	44
(c) Staff Position . . . . .	44
(d) Himachal Pradesh Hospital, Simla . . . . .	44—45
F. Education . . . . .	45—46
(a) No. of institutions etc. . . . .	45
(b) Free and Compulsory Education . . . . .	45—46

	Pages
G. Food Production . . . . .	46-47
(a) Area and Production . . . . .	46
(b) Potato Problem . . . . .	46-47
H. Development of Horticulture . . . . .	47
I. Community Development . . . . .	48
J. Industrial Estate . . . . .	48
K. Welfare of Scheduled Castes and Scheduled Tribes . . . . .	48-49
 V.—MANIPUR . . . . .	 49
A. Introductory . . . . .	49
B. Five Year Plans . . . . .	49-50
(a) First Plan . . . . .	49-50
(b) Second Plan . . . . .	50
C. Revenue Administration, Land Survey and Settlement . . . . .	50—52
(a) Land Revenue . . . . .	50-51
(b) Survey and Settlement . . . . .	51-52
D. Educational Facilities . . . . .	52-53
E. Health Facilities . . . . .	53—56
F. Communications . . . . .	56-57
(a) Provision in the Five Year Plans . . . . .	56-57
(b) Imphal-Dimapur Rail link . . . . .	57
(c) Air link between Calcutta and Imphal . . . . .	57
G. Cottage Industries and Cooperatives . . . . .	57
(a) Handloom Industry . . . . .	57-58
(b) Cooperatives . . . . .	58-59
H. Tribal Welfare . . . . .	59—61
(a) Expenditure incurred . . . . .	59-60
(b) Adamjati Technical Institute . . . . .	60
(c) Adamjati Shiksha Ashram . . . . .	60-61
(d) Industrial Training Institute . . . . .	61
I. Miscellaneous . . . . .	61
(a) Manipur Rifles . . . . .	61
(b) Porter Corps . . . . .	61
(c) Tourist facilities . . . . .	62
(d) Cultural heritage of Manipur . . . . .	62
 VI.—TRIPURA * . . . . .	 63—72
A. Historical Background . . . . .	63
B. Administrative Set-up . . . . .	63-64
C. Five Year Plans . . . . .	64
D. Communications . . . . .	64—66
(a) Plan Provisions . . . . .	65
(b) Agartala-Assam Road . . . . .	65-66
(c) Rail link with Assam . . . . .	66
E. Land Reforms, Survey and Settlement . . . . .	66-67
(a) Survey and Settlement . . . . .	66
(b) Land reforms . . . . .	66-67

	PAGES
F. Medical and Public Health . . . . .	67—69
(a) Existing facilities . . . . .	67-68
(b) V. M. Hospital, Agartala . . . . .	68-69
G. Cottage Industries and Cooperatives . . . . .	69-70
H. Miscellaneous . . . . .	70—72
(a) Education . . . . .	70-71
(b) Local Self Governing Institutions . . . . .	71
(c) Agriculture . . . . .	71
(d) Colonisation and settlement of Jhumia families . . . . .	72
(e) Low Income Group Housing Scheme . . . . .	72
VII.—ANDAMAN AND NICOBAR ISLANDS . . . . .	73—83
A. Introductory . . . . .	73
B. Progress under the Five Year Plans . . . . .	73—75
(a) First Plan . . . . .	73-74
(b) Second Plan . . . . .	74-75
C. Colonisation Scheme . . . . .	75-76
D. Development of forest resources . . . . .	76
(a) Working plans . . . . .	76-77
(b) Agreement with M/s. P. C. Ray & Co. . . . .	77-78
(c) Forest Cooperative Societies . . . . .	78
(d) Export of timber . . . . .	78-79
(e) Timber Depots . . . . .	80
(f) Exploitation of various species of timber and subsidiary forest resources . . . . .	80
E. Development of Coffee, Tea and Rubber Plantations . . . . .	80-81
F. Education . . . . .	81
G. Medical Facilities . . . . .	81-82
H. Air link between Calcutta and Port Blair . . . . .	82-83
I. Low Income Group Housing Scheme . . . . .	83
VIII.—LACCADIVE, MINICOY AND AMINDIVI ISLANDS . . . . .	84
A. Historical Background . . . . .	84
B. Area and Population . . . . .	84
C. Budget and Expenditure . . . . .	84-85
D. Sources of revenue and land survey . . . . .	85
E. Five Year Plan . . . . .	85-86
F. Communications . . . . .	86-87
G. Education . . . . .	87-88
H. Medical Services and Public Health . . . . .	88
I. Coir Monopoly Scheme . . . . .	88-89
J. Fisheries Development Scheme . . . . .	89
K. Building Programme . . . . .	89-90
(a) Accommodation for staff . . . . .	89-90
(b) Sub-division of the C. P. W. D. . . . .	90
L. Hydrographic Survey . . . . .	90
M. Jurisdiction of the Assistant Commissioner for Scheduled Castes and Scheduled Tribes . . . . .	91
N. Administrator's Office . . . . .	9c

## APPENDICES—

I. Statement showing the distribution of work relating to the Union Territories in the Ministry of Home Affairs . . . . .	92
II. Statement describing the general administrative set-up of the Union Territories . . . . .	93—96
III. Present strength of staff under the respective Administrations of Union Territories. . . . .	97—99
IV. Statement showing the list of matters required to be transferred to the Territorial Councils, the exceptions and conditions made and imposed by the Central Government and the reasons therefor . . . .	100—106
V. Statement showing the receipts and expenditure of Union Territories during the years 1956-57 (Actuals), 1957-58 (Actuals), and 1958-59 (Budget Estimates) . . . . .	107-108
VI. Statement showing the economies effected by the Administrations of the various Union Territories in pursuance of the economy drive during 1957-58 . . . . .	109
VII. Statement showing the number of persons from Scheduled Castes, Scheduled Tribes Classes in each category of posts under the Administrations of Union Territories as on 1-1-1958 . . . . .	110-111
VIII. Details of land reforms measures introduced or proposed to be introduced in the Union Territories . . . . .	112-113
IX. Statement showing the progress of cooperative movement in the Union Territories . . . . .	114—119
X. Statement showing the targets and achievements under the First and Second Five Year Plans for Delhi, the progress of expenditure in 1956-57 and 1957-58 and the budget allocations for 1958-59 . . .	120—122
XI. Statement showing the number of educational institutions in Delhi, their enrolment, the literacy percentage and the number of adults made literate so far . . . . .	123
XII. Details of the Delhi Milk Supply Scheme, the progress made in its execution and liabilities incurred so far . . . . .	124-125
XIII. Note on civic amenities in the outlying colonies of Delhi . . . .	126-127
XIV. Statement showing the crime situation in Delhi during the years 1948 to 1958 . . . . .	128-129
XV. Composition and functions of the Public Relations Committee and the Industrial Advisory Board, Delhi . . . . .	130-131
XVI. Details of allocations under different heads of development and actual expenditure in Himachal Pradesh in the First Five Year Plan . . . .	132
XVII. Statement showing the allocations on different schemes in the First and Second Five Year Plans for Manipur and the actual expenditure incurred in the First Plan and in the first two years of the Second Plan . . . . .	133—135
XVIII. Statement showing the provisions and achievements under different heads in the First Plan for Tripura, the allocations in the Second Plan and achievements during the years 1956-57 and 1957-58 . . . .	136—138
XIX. Note on the implementation of the agreement with M/s. P. C. Ray and Co. furnished by the Inspector General of Forests, Ministry of Food and Agriculture . . . . .	139—144
XX. Summary of conclusions/recommendations . . . . .	145—185
XXI. Analysis of recommendations contained in the Report . . . . .	186—188



## MEMBERS OF THE ESTIMATES COMMITTEE, 1958-59

1. Shri Balvantray Gopaljee Mehta—*Chairman*
2. Shri Shripad Amrit Dange
3. Sardar Jogendra Singh
4. Dr. Sushila Nayar\*
5. Shri Radha Charan Sharma
6. Shri Ranbir Singh Chaudhury
7. Dr. Gopalrao Khedkar
8. Shrimati Sucheta Kripalani
9. Shri M. Thirumala Rao
10. Shri T. N. Viswanatha Reddy\*\*
11. Shri R. Ramanathan Chettiar
12. Shri N. R. Ghosh†
13. Pandit Govind Malaviya
14. Shri Resham Lal Jangde
15. Shri Mathuradas Mathur‡
16. Shri Dodda Thimmaiah
17. Shri M. L. Dwivedi
18. Shri R. K. Khadilkar
19. Shri Bhaurao Krishnarao Gaikwad
20. Shri Shraddhakar Supakar
21. Shri Rohanlal Chaturvedi
22. Shrimati Mafida Ahmed
23. Shri S. A. Matin
24. Shri Narendrabhai Nathwanı
25. Shri Rajeshwar Patel
26. Shri Surendra Nath Dwivedy§
27. Shrimati Renu Chakravartty
28. Shri M. Sankarapandian
29. Shri Jhulan Sinha
30. Shri Ramji Verma.

### SECRETARIAT

Shri S. L. Shakhder—*Joint Secretary.*  
 Shri H. N. Trivedi—*Deputy Secretary.*  
 Shri R. P. Kaushik—*Under Secretary.*

---

\*Elected w.e.f. 28-8-1958 *vice* Shri Mahavir Tyagi resigned.

\*\*Elected w.e.f. 17-9-1958 *vice* Shri J. Rameshwar Rao resigned.

†Elected w.e.f. 23-9-1958 *vice* Smt. Renuka Ray resigned.

‡Elected w.e.f. 23-9-1958 *vice* Shri Nemi Chandra Kashwal resigned.

§Elected w.e.f. 17-12-1958 *vice* Shri Vijayram Raju resigned.





## INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Fifty-eighth Report on the Ministry of Home Affairs—Administration of Union Territories.

2. The Committee wish to express their thanks to the Secretary and other officers of the Ministry of Home Affairs for placing before them the material and information that they wanted in connection with the examination of the estimates.

BALVANTRAY G. MEHTA,

*Chairman,*

*Estimates Committee.*

NEW DELHI;

*The 28th April, 1959.*

---

*The 8th Vaisakha, 1881 (Saka).*



## I. ADMINISTRATIVE SET UP

### A. At the Central Level

#### (a) *Allocation of responsibilities*

The Ministry of Home Affairs are generally responsible for the general administration of the Union Territories and for the maintenance of law and order therein. So far as the developmental activities of these Territories are concerned, the individual Ministries are responsible for the co-ordination of these activities in consultation with the Planning Commission. The Ministry of Home Affairs also maintain an overall co-ordination between the different Ministries in regard to the various subjects dealt with by them, with a view to see that the difficulties of the Administrations are removed and the schemes of the Union Territories are implemented expeditiously.

#### (b) *Organisational set-up in the Ministry of Home Affairs*

2. A statement showing the distribution of work relating to the Union Territories in the Ministry of Home Affairs is given in Appendix I. The following sections in the Ministry deal with the matters relating to Union Territories shown against each:—

Delhi Section	Delhi
Himachal Section	Himachal Pradesh
M. T. Section	Manipur and Tripura
A. N. L. Section	Andaman & Nicobar Islands and Laccadive, Minicoy and Amin- divi Islands.
Accounts II Section	Scrutiny, preparation and consoli- dation of budget and supple- mentary estimates in respect of demands for grants for all the Union Territories, delegation of financial powers, etc.

3. In addition to the above five sections dealing exclusively with Union Territories, the following matters relating to these Territories are dealt with in other sections of the Ministry:—

- (i) Police;
- (ii) Welfare of Backward Classes;
- (iii) Judicial matters;
- (iv) Care and after care Programme;
- (v) Homes and Infirmaries;
- (vi) Deportation of foreigners.

4. The secretarial functions regarding the Advisory Committees for various Union Territories are dealt with by a separate small section

called the Advisory Committee Cell consisting of one Section Officer and four Reporters. This cell is responsible for issuing notices, preparing agenda sets, recording *verbatim* proceedings preparing and circulating summaries of proceedings and watching the progress of action taken on the points raised at the meetings of different Advisory Committees.

(c) *Liaison with other Ministries*

5. The Committee were informed by the representatives of the Ministry that in their own fields the various Ministries of the Government of India had direct dealings with the Administrations of the Union Territories. In order, however, to enable the Ministry of Home Affairs to keep in touch with the policies of Government in all spheres including implementation of development schemes in the Territories, the following steps have been taken:—

- (i) The various Ministries of the Government of India are required to send copies of all important communications meant for the Administrations of Union Territories to that Ministry.
- (ii) At the same time, the Administrators also endorse to the Ministry of Home Affairs, copies of their important communications addressed to other Ministries. Very often a list of references on important development projects is obtained from the Administrators so that the Ministry might be able to keep a watch over them.
- (iii) The Ministries of the Government of India are required to consult the Ministry of Home Affairs before introducing any legislation in respect of Union Territories. The Advisory Committees associated with the Home Minister are also consulted in this regard.
- (iv) Three experts have been appointed for assisting the Administrations of Union Territories in formulating various plans and also ensuring expeditious disposal of references about projects there. These are—
  - (a) An Additional Chief Engineer, C.P.W.D. to deal with matters relating to roads and buildings.
  - (b) A Director of the Central Water and Power Commission for dealing with matters relating to power schemes.
  - (c) An expert in the same Commission for dealing with matters relating to irrigation and flood control schemes.

These officers work exclusively for Union Territories and give expert advice to the Administrators in formulating schemes.

6. *The Committee observe that under the present system, the various Ministries deal with matters relating to Union Territories in more or less the same way as they deal with other States. Most of these areas, excepting Delhi, are backward and it has, therefore, to be borne in mind that their problems are more urgent and require special*

nursing. The Committee would, therefore, like the Ministry of Home Affairs to ensure that (i) at the Central level the entire set up remains flexible and responsive to the needs of these areas and cases of delay and bottlenecks are eliminated; (ii) qualified and experienced staff is posted to the Union Territories so that they get at least the same standard of service, as is provided by the State Governments to the districts under them; and (iii) the policies laid down and recommendations made by the Central Government to the State Governments are implemented expeditiously in the Union Territories.

7. The Committee are of the view that the Ministry of Home Affairs, with their enormous responsibilities, such as, law and order, public services, Zonal Councils, matters relating to High Courts and Supreme Court etc. may not be able to devote the special attention and care that the Union Territories require. In order to ensure this and also to see that the above principles are fully observed, the Committee suggest that it would be desirable to place the subject "Administration of Union Territories" in charge of a separate Minister. With the staff already looking after the work relating to Union Territories and with the assistance of the various specialised Ministries at the Centre, he would be able to devote his entire attention to the speedy development of these areas.

8. The Committee suggest that since the Union Territories are a direct charge of the Central Government, it should be their endeavour to make them models of administrative efficiency expected of a Welfare State. The Committee further suggest that special and sustained efforts should be made by the Central Government to put into practice the Directive Principles of the Constitution in the Union Territories.

#### (d) Advisory Committees

9. At the Centre, the Home Minister is in overall charge of the administration of Union Territories. Separate Advisory Committees for each of the Territories of Delhi, Himachal Pradesh, Manipur and Tripura have been constituted and are associated with the Home Minister. These consist, among others, of all Members of Parliament representing the Territory concerned. These Committees are consulted in regard to (i) general questions of policy relating to the administration of the Territory in the State field; (ii) legislative proposals concerning the Territory in regard to matters in the State list including proposals to extend any State Acts to the Territory; (iii) such matters relating to the annual financial statement of the Union in so far as it concerns the Territory and such other financial questions as may be specified in rules prescribed by the President; and (iv) any other matters on which it may be considered necessary or desirable by the Minister of Home Affairs that the Advisory Committee should be consulted. The Advisory Committees meet generally at intervals of about three months and the Minister of Home Affairs presides at these meetings. The Committee recommend that similar Advisory Committees should be set up for the Union Territories of Andaman and Nicobar Islands and the Laccadive, Minicoy and Amindivi Islands.

## B. At the State Level

### (a) *The Administrators*

10. Under Article 239 of the Constitution, the Union Territories are administered by the President, acting to such extent as he thinks fit, through an administrator to be appointed by him with such designation as he may specify. At present, the administrator of Himachal Pradesh is designated as Lt. Governor, the Administrators of Delhi, Manipur, Tripura and Andaman and Nicobar Islands as Chief Commissioners and of Laccadive, Minicoy and Amindivi Islands as Administrator.

11. Subject to the superintendence, direction and control of the Central Government, the administration of the various Union Territories is conducted through their respective administrators. Matters outside the powers delegated to the administrators are settled by reference to the Government of India in the Ministry of Home Affairs or the Ministry concerned with the subject matter.

12. It is seen that at present there is no uniformity in the designations of various Administrators. *The Committee suggest that the question of having uniformity in this regard might be considered.*

13. The Committee are informed that no regular conferences of the Administrators of all the Territories together are held at present although they have to come to Delhi for the meetings of the Advisory Committees which are usually held about the same time and for budget discussions. In view of the fact that problems like lack of communications, shortage of personnel, lack of educational and health facilities, shortfalls in the attainment of planned targets etc. are common to all or most of the Territories, *the Committee suggest that it would be useful to have such conferences at suitable intervals so that the steps to overcome these deficiencies might be chalked out with common consultation and the experiences gained exchanged.*

### (b) *General set up and staff position*

14. At the State level, the Union Territories have been provided with integrated administrative units operating at a level distinct from that of the Central Government. Apart from the necessary secretarial assistance, the services of Financial Advisers have also been provided, where necessary, to advise the Administrators on matters on which the latter exercise the powers delegated to them. In this connection, the Committee understand that one officer in the Delhi Administration functions in a dual capacity as Finance Secretary to the Delhi Administration, and also as a Deputy Secretary in the Ministry of Finance. The same officer remains responsible to two authorities at the same time. *The Committee consider this as an unsatisfactory arrangement and suggest that it may be changed early.*

15. A statement showing the general administrative set up of each Territory is given in Appendix II. Another statement showing the

present strength of staff under the various administrations of the Union Territories (with details of the position before and after the setting up of Territorial Councils in Himachal Pradesh, Manipur and Tripura and of the Municipal Corporation and subsequent reorganisation in the case of Delhi) is given in Appendix III.

(c) *Reorganisation Proposals*

16. With the setting up of Territorial Councils in Himachal Pradesh, Manipur and Tripura and of the Municipal Corporation in Delhi, certain institutions and services have been transferred to these bodies as required under the respective Acts. This has necessitated a reappraisal of the administrative set up of these Territories. The Committee are informed that proposals for the reorganisation of the administrations of Manipur, Tripura and Himachal Pradesh are under the active consideration of the Government of India while in the case of Delhi these have already been brought into force with effect from 1st December, 1958.

(i) *Reorganisation of Delhi Administration*

17. The Committee were informed that the Delhi Secretariat has been reorganised with a view to (a) rationalise the set up; (b) reduce its size and to provide to the extent practicable, for heads of Departments to function directly under the Chief Commissioner without the inter-position of a Secretary; and (c) ensure prompt disposal of cases. In accordance with the principle at (b) above, the following heads of Departments now function directly under the Chief Commissioner:—

- (i) Development Commissioner;
- (ii) Superintending Engineer, P.W.D.;
- (iii) Director of Education;
- (iv) Sales Tax Commissioner.

18. As a result of this reorganisation, four posts of officers and 42 posts of ministerial staff became surplus. The affected staff was not, however, retrenched but was deployed in other offices under the administration where it was needed. As a result, an overall saving of Rs. 80,000 is expected to accrue in the Secretariat budget which was of the order of Rs. 10.71 lakhs in 1958-59.

19. The Committee were further informed in this connection that the Chief Commissioner, Delhi has been requested to make a speedy review of the working of the offices of the various Heads of Departments with the object of reassessing the strength of each office in the light of the work allocated to them following the reorganisation of the Secretariat. The taxation departments, namely, sales tax, excise stamps, registration and entertainment tax have already been integrated and reorganised under the administrative control of one departmental head. The offices of the Directors of Health Services and Education and of the Development Commissioner have been reviewed while that of the Deputy Commissioner is under reorganisation. The



entire review is expected to be completed within six months and the total additional savings are likely to be of the order of Rs. 1 lakh per annum.

20. From the statement given in Appendix III, *the Committee do not consider that the reduction effected in the number of staff in the Delhi Administration as a result of transfer of certain subjects to the Municipal Corporation and later on with the implementation of re-organisation proposals has been in proportion to the amount of work transferred and they consider that there is still room for further rationalisation. The Committee would, therefore, urge that this review may be expedited and further economies effected. The services of the S. R. Unit of the Ministry of Finance and/or the O. & M. Organisation of the Government of India might be availed of as the association of some independent agency with such work would be more useful.*

21. The Committee further observe that for such allied subjects as General, Home and Appointments, there are three separate Under Secretaries. The number of receipts dealt with per day by each of them was stated to be 60,255 and 100 respectively. Although the number of receipts is only a very rough yardstick of the amount of work disposed of by an officer, *the Committee feel that such a great disparity in this regard shows the necessity of a proper rationalisation in the distribution of functions allocated to these officers. The Committee suggest that the workload of these three officers may be carefully assessed over a period to see whether the work handled by them can be distributed among two Under Secretaries by proper rationalisation.*

22. *The Committee would also like the following two suggestions to be carefully considered in the interest of economy:—*

- (i) *Superintendent, Medical Services may act as ex-officio Under Secretary (Medical); and*
- (ii) *Director of Industries and Labour may also act as Director of Employment and Training.*
- (iii) *Reorganisation of the Administrations of Himachal Pradesh, Manipur and Tripura.*

23. In regard to the reorganisation of the Administrations of Himachal Pradesh, Manipur and Tripura, the Committee are informed that the proposals in regard to these Territories would be finalised within a period of six months. From the statement given in Appendix III, the Committee find that the strength of staff employed by the Himachal Pradesh Administration has risen considerably since the formation of the Territorial Council even though several subjects have been transferred to that body. The number of Class I Officers alone has risen from 68 to 86.

24. With the transfer of several subjects to the Territorial Councils, *the Committee are of the view that there is considerable scope for effecting economies in the Administrations of these Union Territories. The Committee, therefore, suggest that the reorganisation*

*proposals for these three Territories should be finalised and implemented early. While finalising these proposals it should be ensured that a rough parity is maintained between the workload left with these administrations after transfer of certain subjects to the Territorial Councils and the staff retained by them. The aim should be not only to effect economies but also to gear up the administrative machinery to the tasks involved in the speedy execution of the plan schemes.*

25. In this connection, *the Committee suggest that the system of having heads of departments as ex-officio Secretaries to the Administrator should be accepted as the normal pattern in the Union Territories and implemented to the maximum extent possible. This system can be easily extended to departments like education, medical and public health, public works, forests, cooperation etc.*

(d) *Advisory Councils*

26. The Committee understand that Advisory Councils have been nominated by the Central Government in the Union Territories of Andaman and Nicobar Islands and Laccadive, Minicoy and Amindivi Islands. These Councils are associated with the Chief Commissioner / Administrator of the respective islands in the discharge of his administrative functions. The nominations are made by the Government of India in consultation with the Administrator concerned. The Councils consist of six members including the Administrator who presides over the meetings. The members are selected in such a manner as to secure as wide a representation of the various interests in the Islands as possible.

27. The Administrator is required to seek the advice of the Advisory Council on—

- (i) matters of administration involving general policy; schemes of development of agriculture, trade and industry, improvement of sanitation, communication, education and any other matter intended for the betterment of conditions of the population and to make the islands self supporting; but not on matters relating to the day-to-day administration or in the matter of any appointment whatsoever;
- (ii) general questions touching the implementation of general policy and schemes of development; and
- (iii) any other matter which the Chief Commissioner/Administrator or the Government of India may refer to the Council.

28. Though the functions of these Councils are only advisory, due weight has to be given by the Administrator to the views of the Council before arriving at decisions or making recommendations to the Government.

29. In Delhi, there are two Advisory Committees viz. the Public Relations Committee and the Industrial Advisory Board to advise the Chief Commissioner.

30. *The Committee suggest that the feasibility of having similar Advisory Committees in each of the other Territories, viz. Himachal Pradesh, Manipur and Tripura might be examined. These would help in bringing to bear upon the Administrations the weight of informed public opinion on various issues arising from time to time.*

### C. Territorial Councils

#### (a) Background

31. It was explained to the Committee that after a decision was taken on the recommendations of the States Reorganisation Commission that the Central Government's relations with the Union Territories should be on a unitary basis, that there should be no division of powers and the President should be wholly answerable to everything done in the Union Territories to Parliament and after accepting the recommendation that Parliament should be the legislature for all the Union Territories, a view was expressed that Delhi should have a Corporation and other Union Territories should have local bodies with adequate powers to deal with matters of local concern. The Territorial Councils were set up to implement this suggestion.

#### (b) Composition and functions

32. Elected on the basis of adult franchise, the Territorial Councils are a body corporate with perpetual succession and a common seal. The Himachal Pradesh Territorial Council consists of 41 members while the Manipur and Tripura Territorial Councils consist of 30 members each. Besides, the Central Government may nominate not more than two persons to serve on these Councils. The Councils came into existence on the 15th August, 1957.

33. The Councils are in charge of the local affairs of the Territories concerned and also serve as the electoral colleges for elections to the Rajya Sabha. Section 28 of the Act lays down the functions of these Councils and the same have been transferred to these bodies. The Committee, however, understand that under the same section, certain exceptions and conditions have been made on matters transferred to the Territorial Councils. It has been said that the conditions which have been prescribed are governed by essential administrative and financial considerations and are very limited in character. A statement showing the list of matters required to be transferred to the Councils, the exceptions and conditions made and imposed by the Central Government and the reasons therefor, is given in Appendix IV.

(c) *Co-ordination with the Administrations concerned.*

34. The Study Group of the Committee which visited Himachal Pradesh, Manipur and Tripura and held discussions with the Chairmen and Members of the Territorial Councils in these places, were given to understand that there was some amount of confusion as to the precise extent of their powers and functions in relation to the Administrations concerned and complaints were voiced that there was not enough co-operation between the Administrations and the Councils. The representatives of the Ministry confirmed that this was so in the earlier stages because of the erroneous impression entertained by the Councils that they were successors to the legislatures. In fact, these bodies were more or less like District Boards. They had, however, been given a higher status and more powers than those enjoyed by District Boards and to that extent they were treated as more dignified bodies. The position had been since clarified to them and a clear cut division of responsibilities to be shared between the Territorial Councils and the Administrations had been indicated through conferences.

35. As the setting up of Territorial Councils is a new experiment, *the Committee suggest that the Administrators should be given a general directive by the Centre to have a more sympathetic approach towards the functioning of these Councils and give them all possible help and guidance to make the experiment a success. It would be useful for the Administrators to hold periodical meetings with the respective Chairmen of the Territorial Councils so that their difficulties and problems can be properly appreciated and remedial measures taken.*

(d) *Transfer of functions, staff and equipment*

36. Complaints were made to the Study Group of the Committee that the Territorial Councils were not given the staff, buildings and equipment in proportion to the amount of work transferred to them and even in regard to the subjects which had been transferred, certain items had been retained by the Administrations. The representative of the Ministry informed the Committee that only those schemes, in regard to which it was felt that their transfer would cause dislocation and delay in execution had been retained, and that these would be handed over to the Territorial Councils as soon as the work in progress was completed. The present position was that plans involving an expenditure of Rs. 1.31 crores, Rs. 75 lakhs and Rs. 61 lakhs (plan provisions for 1958-59 and 1959-60 only) had been handed over to the Himachal Pradesh, Manipur and Tripura Territorial Councils respectively. The basic principle had been accepted that the Administration shall not retain the staff unless it was really necessary in relation to the reserved items and with this end in view the staff and equipment had also been gradually transferred. The real cause of complaints, however, was that the Administrations themselves were short of staff, buildings and equipment and hence it was not possible to meet the entire requirements of the Territorial Councils.

37. *The Committee suggest that the Ministry should look into the complaints regarding non-transfer of adequate staff, buildings and equipment and see to it that the same are transferred to the Territorial Councils in proportion to the work-load transferred to them. The Administrations concerned should share with the Territorial Councils the shortages, wherever they exist, to an equal degree. If an additional transfer of buildings is not possible, more accommodation may be secured.*

38. The Committee further understand that in view of the difficult terrain and scattered nature of the population in all the three Territories, the Territorial Councils require some extra personnel and equipment. *The Committee suggest that the Ministry should make an assessment of the requirements of each Territorial Council so that these shortages could be met on a phased basis.*

39. From the statement given in Appendix III the Committee find that in Manipur, no Class I and II Officers have been transferred to the Territorial Council from the Administration. *The Committee suggest that the matter may be looked into and suitable steps taken to rectify the position.*

*(e) Officers and staff of the Councils and their conditions of service*

40. Every Territorial Council has a Chief Executive Officer appointed by the Administrator and Principal Officers incharge of engineering, health services and education appointed by the Council with the approval of the Administrator. In addition, the Councils may appoint such staff as may be necessary for the proper and efficient execution of their duties and make regulations for their conditions of service.

41. Under sub-section (6) of Section 32 of the Territorial Councils Act, 1956 read with rule 60 of the Territorial Councils Rules, 1957 the conditions of service applicable to a Government servant immediately before his appointment to a post under a Territorial Council cannot be varied to his disadvantage except with the previous approval of the Central Government. In pursuance of these provisions, the Government of India have issued detailed instructions on the subject to the three Administrations. As regards the staff recruited by the Councils themselves, some of their conditions of service are prescribed in Part VII of the Territorial Councils Rules, 1957. The Councils are competent to make such other regulations in this regard as they consider necessary under sub-section (4) of section 32 of the Act.

42. The Study Group of the Committee were informed that the Territorial Councils were facing a good deal of difficulty in securing well-qualified staff in view of the fact that they were not treated as Government servants and that there was the lurking fear that the Councils were a temporary expedient which might be abolished at any time and their employees might be left on the streets. In matters like

pension, provident fund etc., the Territorial Council staff were stated to be at a disadvantage when compared to Government servants. Also, the Territorial Councils, with their limited resources, could not afford to pay the same scales of pay as the Administrations could, particularly to qualified personnel required in such departments as engineering, medical etc. The Committee understand that a resolution in this regard was passed by the Himachal Pradesh Territorial Council.

43. The Ministry have informed the Committee that under section 21 of the Territorial Councils Act, 1956 the Territorial Councils are corporate bodies and as such have a distinct status of their own. Their employees cannot, therefore, be treated as Government employees. In order, however, to alleviate their difficulties in this regard, the following proposals are under the consideration of the Ministry:—

- (i) The employees of the Territorial Council may be allowed pensionary benefits.
- (ii) The various gazetted posts in the medical and public health departments of the Councils should be manned by the members of the Central Health Service recently constituted by the Ministry of Health.
- (iii) The non-gazetted employees in the medical, public health and engineering departments of the Territorial Councils may be brought over into the same cadres under the respective Administrations.

44. *The Committee are of the view that the implementation of these proposals would go a long way in removing the apprehensions in the minds of the staff employed by the Territorial Councils and would facilitate recruitment of suitable hands by the latter. The Committee, therefore, suggest that these proposals may be finalised and implemented early.*

45. *The Committee further suggest that the feasibility of extending the system of joint cadres to other departments also might be considered in consultation with the Territorial Councils and the question of making the posts under the Territorial Councils as pensionable posts should also be settled early.*

(f) *Enhancement of Powers etc.*

46. In view of the lack of communications in most of the Union Territories, it has been felt that more administrative and financial powers should be given to the heads in charge of the offices of the Territorial Councils in the districts. The Committee are informed that in a number of cases the powers which are exercised by heads of departments under General Financial Rules have been conferred on them. The Act itself confers certain powers on the Chairmen and Chief Executive Officers of the Councils which can be further delegated through bye-laws to the heads of offices in the districts. A set of bye-laws in this regard has been framed by the Tripura Territorial Council.

A copy of these bye-laws had also been sent to the Himachal Pradesh and Manipur Territorial Councils to see how far these would meet their requirements. These are expected to be approved once they are adopted by the Territorial Councils.

47. *The Committee suggest that the feasibility of treating the heads of offices of the Territorial Councils in the districts as heads of departments under the General Financial Rules as is the case in regard to heads of departments under the Administrations should be considered by the Ministry.*

48. The Committee further understand that no appointments carrying an initial salary of Rs. 300/- and above can be made by the Territorial Councils without prior consultation with the Union Public Service Commission. This sometimes results in considerable delays in making appointments. The Union Public Service Commission have now agreed that in case there is any circumstance necessitating an immediate appointment, an *ad hoc* decision may be taken in consultation with it. The Committee are further informed that as all the gazetted posts of doctors under the Territorial Councils have been included in the Central Health Service and as a similar arrangement is proposed to be made by constituting a Central Engineering Service in respect of engineers, there would be very few posts carrying Rs. 300/- or more per mensem to be filled in by the Territorial Councils in consultation with the Union Public Service Commission. *If the delays in appointment of staff carrying an initial salary of Rs. 300 and above are due to the heavy pre-occupation of the U.P.S.C., the Committee suggest that the services of the Public Service Commissions of the neighbouring States might be utilised for the purpose.*

49. *The Committee suggest that the proposal to have a Central Engineering Service should be finalised and implemented expeditiously.*

50. In regard to the treasuries, the Committee understand that they function for the Territorial Councils as they do for the Administrations with the only difference that the Territorial Councils are not able to send cheques direct to the sub-treasuries. This question was referred to the Accountant General who objected to it on the ground that it would involve a large amount of work not commensurate with the results to be achieved and will also not be in consonance with the existing financial rules. *The Committee suggest that the matter might be reconsidered and suitable steps taken to overcome the difficulty.*

#### (g) *Financial Resources*

51. In accordance with the provisions of section 36 of the Territorial Councils Act, 1956, Territorial Councils are entitled to the net proceeds of taxes on motor vehicles and entertainment tax and not exceeding 10% of the net receipts of land revenue. In case of land revenue, contributions are being made to the maximum extent of 10% admissible. The payments are made on the basis of estimated revenue yield from these sources after deduction of estimated collection charges. Any

adjustments found necessary as a result of actual yield of revenue and expenditure on collection charges are carried out in subsequent years.

52. Section 37 of the Act further provides that the Central Government may, subject to such conditions, if any, as it may impose, make such grant or grants to the Territorial Councils as it thinks fit.

53. The Committee are informed that at present grants are being given on an *ad hoc* basis to afford the Councils adequate financial assistance to discharge the functions transferred to them. The following contributions and grants have been made to the Territorial Councils during the years 1957-58 and 1958-59:—

	Manipur		Tripura		(Rs. in thousands) Himachal Pradesh	
	1957-58	1958-59	1957-58	1958-59	1957-58	1958-59
Contribution on account of						
(i) Net receipts of land revenue	85.0	136.2	43.0	69.3	75.0	90.0
(ii) Tax s on Motor vehicles	106.0	235.0	57.0	90.0	33.0	100.0
(iii) Entertainment Tax	27.5	64.0	84.0	135.0	37.0	49.0
TOTAL	218.5	435.2	184.0	294.3	145.0	239.0
Grants in aid	1,050.0	2,600.0	1,500.0	9,058.0	7,000.0	8,000.0
GRAND TOTAL	1,268.5	3,035.2	1,684.0	9,352.3	7,145.0	8,239.0

54. The Committee are further informed that a senior officer of the Government of India has gone into the question of the pattern on which grants should be given to the Councils and has furnished his report which is under consideration. In his report, the above officer has pointed out that the resources transferred to the Territorial Councils are not sufficient to enable them to discharge the functions and responsibilities transferred to them. He has, however, recommended that the amount of grants payable to the Territorial Councils by the Government should not be fixed but should be worked out for each year and that there should be prior consultation with the Government of India before the Councils finalise their budgets in order to ensure that they do not undertake schemes for which finances will not be forthcoming in the course of the year taking into account the size of the grant that may be expected from the Government of India. It has also been recommended that the money paid to the Territorial Councils for capital expenditure *e.g.*, on roads, buildings etc. should be treated as non-returnable expenditure, as at present, and not as returnable loan. This recommendation is being examined in consultation with the Ministry of Finance.

55. *The Committee suggest that the Government should take early decision on these questions and also examine whether the grants-in-aid paid to the Territorial Councils can in any way be linked up with*



*the contribution on the net proceeds of taxes payable. The Ministry should, in any case, impress upon the Territorial Councils the necessity of augmenting their internal resources of revenue to the fullest extent possible and also keep their administrative expenditure to the minimum.*

(h) *Exceptions and Conditions*

(i) *Centrally Sponsored Schemes*

56. One of the exceptions and conditions laid down by the Ministry provides that the Territorial Councils shall not be responsible for any Centrally sponsored schemes like the National Malaria Control Scheme, B.C.G. campaign etc. which the Administrator may specify. The Committee were, however, informed by the representatives of the Ministry that the Administrators had been advised that where a scheme could be transferred without any risk being involved, it should be transferred.

57. *The Committee suggest that the transfer of Centrally sponsored schemes from the Administrations to the Territorial Councils should be considered and implemented except in respect of schemes where International agencies are involved.*

58. *The Committee also suggest that the Territorial Councils should be allowed an effective say in the formulation of the Third Plan in these Territories.*

(ii) *Panchayats*

59. The Act provides that the superintendence and control of Panchayats and the making of grants to them shall be one of the functions of the Territorial Councils. It has, however, been laid down in the rules that 'the Councils shall not interfere with the work of any local authority or panchayat'. This appears to have given rise to some misunderstanding that what has been laid down in the Act has been taken away under the rules. *The Committee suggest that suitable steps may be taken to remove this misunderstanding.*

(i) *Standing Committees*

60. The Territorial Council is authorised to appoint, out of its own body, various standing committees for the efficient discharge of its duties, as may be necessary. The Committee understand that since these Committees are elected by a majority vote, the minority parties are sometimes left unrepresented on these bodies. *The Committee suggest that the feasibility of introducing the system of proportional representation for the election of these standing committees might be examined, either by suitable rules, or preferably by the general acceptance of a healthy convention.*

## II. GENERAL

### A. Delegation of Powers to Administrators

61. The Committee are informed that in keeping with the accepted policy of liberalised delegation of financial powers, fresh rules known as 'Delegation of Financial Powers Rules, 1958' have been promulgated which contain *inter-alia* the powers delegated in favour of the Administrators of the Union Territories.

62. The Committee also understand that proposals for—

- (i) enhancing the powers of the Administrators in regard to sanctioning of expenditure on plan schemes and according expenditure sanction in respect of buildings and road works; and
- (ii) giving enhanced powers to the engineering officers of the Union Territories for according technical sanction;

are under consideration of the Government.

63. During the course of evidence, the representative of the Ministry informed the Committee that the Administrators had now been delegated the power to accord expenditure sanction to schemes, the total outlay on which did not exceed Rs. 10 lakhs except in the case of the Administrator, Laccadive, Minicoy & Amindivi Islands who could sanction expenditure on any scheme the total outlay on which did not exceed Rs. 2 lakhs. It has also been decided to dispense with the requirement of administrative approval in respect of schemes included in the Plan. In respect of building and road works, it is proposed to increase the powers upto Rs. 5 lakhs.

64. The Committee were further informed that the Ministry of Home Affairs had actually suggested to the Ministry of Finance that powers for expenditure sanction to plan schemes might be delegated to the extent of Rs. 25 lakhs but the latter took the stand that Rs. 10 lakhs should be adequate.

65. *The Committee consider that in the case of Delhi, whose budget is now more or less equal to that of undivided Punjab, at one time, there is a case for further enhancement. They, therefore, suggest that the powers of the Chief Commissioner, Delhi should be suitably enhanced further.*

66. *The Committee are further of the view that the powers of the Administrator of the Laccadive, Minicoy and Amindivi Islands may also need some enhancement. This would tend to reduce delays and assist in stepping up the tempo of work in the Territory.*

67. *In regard to the proposals to enhance the powers of the engineering officers of the Union Territories for according technical sanction, the Committee suggest that these might be finalised and implemented expeditiously.*

### **B. Financial Position**

68. With the coming into force of the States Reorganisation Act, 1956, the expenditure on the administration of all the Union Territories is being met from the Consolidated Fund of India. For expenditure on revenue account, the funds are mainly provided under the Area Grants of the respective Union Territories and for expenditure on capital account in the Capital Grants of the various Ministries concerned with different schemes and projects for which funds are required.

69. A statement showing the receipts and expenditure of Union Territories during the years 1956-57 (Actuals), 1957-58 (Actuals) and 1958-59 (Budget estimates) is given in Appendix V which shows that all the Union Territories are heavily dependent on Central aid and that their own resources of revenue fall very much short of their requirements.

70. All these areas, with the exception of Delhi, are economically backward areas and one of the objects of placing them under the care of the Central Government was that its resources would be available to improve the pace of their development. Centre will, therefore, have to continue to give liberal assistance to these areas, as there is no possibility of making them financially viable units at least in the near future. Even after recognising these limitations, *the Committee are of the view that sustained efforts require to be made to develop the internal resources of these areas.*

71. *The Committee are further of the view that proper and intensive utilisation of natural resources, particularly in Himachal Pradesh and Andaman and Nicobar Islands would go a long way in improving their economic position and any investment in their development would yield good results. There is also considerable scope for development of cottage and small scale industries in all the Territories. The Ministry should, therefore, take up these questions with the concerned Ministries with a view to see that in the Third Plan, the indigenous resources are exploited to the maximum extent possible.*

72. *The Committee further suggest that the Ministry should undertake a comprehensive survey of the revenue yielding sources in the Territories. Methods of assessment of land revenue in Manipur and Laccadive, Minicoy and Amindivi Islands are outmoded and it is necessary that the revenue in these areas is properly assessed according to current norms.*

73. *In regard to Delhi whose resources were reported to be quite flexible, it should not be very difficult to put it more or less on a par with other States in so far as the internal resources vis-a-vis Central assistance are concerned.*

### **C. First and Second Five Year Plans**

74. The following table shows the allocations for various Terri-

stories in the First and Second Plans and the actual expenditure incurred in the First Plan:—

	<i>First Plan allocations</i>			
	<i>Actual Provision</i>	<i>Actual expenditure incurred</i>	<i>% of expenditure to provision</i>	<i>Rs. in lakhs Second Plan allocations</i>
Delhi	954.0	687.15	72.1	1697.35
Himachal Pradesh	569.9	476.68	82.8	1472.53
Manipur	155.2	108.2	69.7	625.23
Tripura	279.9	158.72	56.4	846.55
A. & N. Islands	328.8	82.5	25.2	592.50
L.M. & A. Islands	*	..	..	73.85

*These figures would show that performance judged even from the purely limited point of view of fulfilment of monetary targets was not satisfactory in these areas.*

75. The following is the position of shortfalls in the total budgeted expenditure both on revenue and capital accounts in respect of Plan as well as non-Plan items for the last three years:—

<i>Name of Union Territory</i>	<i>Percentage of shortfall during</i>		
	1955-56	1956-57	1957-58
Delhi	31.1	33.0	1.9
Himachal Pradesh	18.8	20.0	4.1
Manipur	28.5	9.6	0.4
Tripura	21.9	6.5	Nil
A. & N. Islands	16.7	22.3	19.6
L.M. & A. Islands	†	Nil	54.6

These figures indicate that the position has improved during 1957-58 in respect of Delhi, Himachal Pradesh, Manipur and Tripura. *The position in regard to A. & N. Islands and L.M. & A. Islands is unsatisfactory. Vigorous efforts should be made to see that the various schemes provided for in the Second Plan gather momentum so that the planned targets are achieved by the end of the Plan.*

76. *As all the Union Territories except Delhi are backward, the pace of development in these territories should be stepped up to make up the leeway of ages. For this purpose the Committee recommend that a comprehensive perspective plan for these territories should be drawn up which should then be suitably phased over several Five Year Plans, according to the availability of resources in men, material and money.*

#### **D. Expenditure on Social Services and Civil Administration of Union Territories**

77. The following table shows the expenditure on social services and civil administration (which includes general administration, administration of justice, police and jails and convict settlements) incurred in the Union Territories during the last three years. The figures for 1945-46 are also given for purposes of further comparison.

\* There was no integrated First Plan for the Islands.

† constituted on 1-11-56,

		% of		% of		% of		% of		Remarks
		1945-46	Total	1955-56	Total	1956-57	Total	1957-58	Total	
Delhi										
Civil Administration	.	.	41	197.38	37	209.76	38	276.15	38	
Social Services	.	.	59	343.20	63	353.63	62	353.52	62	
Himachal Pradesh										
Civil Administration	.	.	51	65.70	34	67.34	34	78.38	35	*Pertain to the year
Social Services	.	.	49	125.66	66	128.09	66	147.15	65	1948-49 as Himachal Pradesh came into being in April, 1948.
Manipur										
Civil Administration	.	.		18.37	25	52.65	35	28.13	20	**Not available as the Territory was not integrated with the rest of India at that time.
Social Services	.	.		75.36	75	100.25	65	113.34	80	18
Tripura										
Civil Administration	.	.	94	43.12	31	65.88	31	55.33	23	
Social Services	.	.	6	97.13	69	142.02	69	181.10	77	
Andaman and Nicobar Islands										
Civil Administration	.	.		17.59	10	22.12	11	34.43	16	
Social Services	.	.		157.42	90	178.66	89	171.58	84	
Laccadive, Minicoy and Amindivi Islands										
Civil Administration	.	.		†N.A.		.18	75	1.07	22	†Not available as the Territory came into existence on 1-11-56.
Social Services	.	.		†N.A.		.6	25	3.82	78	

78. *These figures show that the position in Delhi and Himachal Pradesh is not very satisfactory in so far as Civil Administration of these Territories still accounts for as high a percentage of expenditure as 38 and 35 respectively.*

79. The expenditure on civil administration for the Territory of Delhi in 1957-58 was Rs. 276.15 lakhs as against that of Rs. 353.52 lakhs on social services. *The Committee consider it rather high. It was stated by the representative of the Ministry that the position in 1959-60 (budget estimates) has shown a distinct improvement and the percentage is expected to come down to 29 as compared to 38 in 1957-58. The Committee would like the question to be examined by the Ministry of Finance whether the decrease in the expenditure on civil administration in the Territories of Delhi, Himachal Pradesh, Manipur and Tripura has been in proportion to the amount of work and the number of staff transferred to the Municipal Corporation/ Territorial Councils.*

### **E. Personnel Requirements**

#### *(a) Difficulties experienced.*

80. The Committee understand that difficulties have been experienced in all the Territories in the matter of obtaining officers on deputation from the adjoining States for administrative and police cadres and for technical and other specialised personnel in departments like medical, engineering, public works, etc. In fact, shortage of technical personnel has been one of the main factors responsible for the failure to reach plan targets in the Union Territories.

#### *(b) Joint Cadres for Administrative Posts.*

81. The Committee are informed in this connection that the Government of India have recently taken a decision to constitute joint cadres of I.A.S. and I.P.S. officers for Himachal Pradesh and Delhi and in pursuance thereof a scheme has been drawn up and sent to the U.P.S.C. for their approval.

82. According to the scheme, the Joint I.A.S. cadre of Himachal Pradesh and Delhi will consist of 36 posts, 17 senior duty posts under the Administration, 7 senior posts for deputation to the Centre, the usual reserves for leave, training etc. and junior posts.

83. The strength of the joint I.P.S. cadre will be 31. This will include all posts above the rank of Superintendents of Police and will provide in addition, for the usual reserves for leave training, etc. and junior posts.

84. In regard to Manipur and Tripura, the Committee are informed that these Territories have, at present to depend generally on Assam

and West Bengal respectively. Since these Territories have a fairly large tribal population, it has also been decided to man some of the executive posts like those of district magistrates, additional district magistrates etc., from the officers drawn from N.E.F.A. as they are familiar with the tribal problems.

85. *The Committee do not consider the arrangements whereby these Territories have to depend on officers borrowed from adjoining States as satisfactory. They would suggest that the Ministry might take up the question of establishing joint cadres for Manipur with Assam and Tripura with West Bengal with the respective State Governments as this would solve the problem in the long run.*

86. The Union Territories have, at present, to depend on the adjoining States for their requirements of officers of the State Civil Service grade with the result that difficulties are often experienced in getting officers at the proper time. Also people are generally unwilling to go on deputation to serve in the remote areas of these Territories. *The Committee, therefore suggest that the question of providing the requirements of Union Territories for officers of the State Civil Service grade by having a joint cadre with the adjoining States may be examined.*

(c) *Shortage of technical personnel.*

87. In regard to the shortage of technical and other specialised personnel in the Union Territories, the Committee are informed that this is largely due to two reasons:—(i) general backwardness of most of these areas leading to non-availability of qualified local men; and (ii) difficult living conditions caused by factors like rough climate, inaccessibility either by road or rail and absence of the basic amenities like educational, medical and housing facilities. These factors are a great impediment for people from other areas to come to serve in these regions. The Committee are informed that in order to attract suitable men, the following steps have been taken:—

- (a) Liberalisation of terms of service by grant of deputation allowance and remote locality allowance;
- (b) Construction of staff quarters; and
- (c) development of communications.

88. In regard to medical posts, the Committee are informed that Class I and Class II (Gazetted) posts in the Union Territories have been included in the Central Health Service Cadre which was constituted with effect from 1st July, 1958. This cadre will provide the necessary medical personnel required by the various Administrations. Further, a pool of overseers has been constituted in the C.P.W.D. from which the needs of the Union Territories will met. The higher officers drawn either from the C.P.W.D.

or the State P.W.Ds. on deputation terms. A proposal to meet the entire requirements of the Union Territories in regard to gazetted engineering personnel from the Central Engineering Services is under consideration.

89. *The Committee hope that these measures would go a long way in relieving the Administrations of Union Territories of the shortage of technical personnel. The Committee would, however, like to make the following additional suggestions in this regard:—*

- (i) *A comprehensive review should be undertaken of the exact requirements of technical and skilled personnel in each Territory in the context of development plans on hand or to be initiated in the near future so that a clear picture is available of the various types of personnel required. Systematic steps should then be taken to overcome the shortages.*
- (ii) *The technical and engineering institutions directly under the control of the Central Government should provide adequate reservation to persons coming from Union Territories and their standards suitably relaxed, to the extent considered safe, so as to ensure filling up of such reserved seats.*

#### **F. Pay Scales and Allowances**

90. The Committee are informed that the employees of Union Territories are allowed either the scales of pay applicable to employees working in other corresponding establishments of the Government of India or of the adjoining States. In the former case the scales are generally better than the State scales and in the latter case the scales are on a par with the scales obtaining in the adjoining States.

91. The Committee, however, understand that the compensatory and other allowances given by the Punjab Government to its employees in the more difficult areas viz. Lahaul and Spiti are higher than those given by the Himachal Pradesh Administration to its employees in similar difficult areas viz., Chini and Pangi. The Ministry informed the Committee that the question was already under consideration. *The Committee suggest that the question of equating these allowances for the latter areas with those for the former, should be sympathetically reviewed, so that these inaccessible areas may attract competent men to man the posts.*

#### **G. Economies effected**

92. A statement showing the economies effected by the Administrations of various Territories, in pursuance of the economy drive during 1957-58 is given in Appendix VI. The Committee are informed that Economy Boards have been set up in all the Union Territories. From the statement given in the above Appendix, the Committee, however, find that the economies effected are largely due to (i) posts abolished or kept in abeyance and (ii) postponement of projects. In the case of Laccadive, Minicoy and Amindivi Islands, the economies effected are entirely due to purchase of only one boat against two



proposed and chartering of a small vessel instead of a big one. *The Committee, are doubtful if these can be taken as real economies. The savings effected in purchase of stationery and other articles, in themselves, may be real but these are not very significant in all cases. In Andaman and Nicobar Islands, no economies have been effected at all. The Committee suggest that the Ministry should look into the question carefully with a view to see that some real economies are effected. As has already been suggested elsewhere, the re-organisation schemes should also bring in substantial economies in administrative expenditure.*

93. *The Committee further suggest that the economies expected to accrue as a result of the reorganisation proposals may also be indicated in the annual reports of the Ministry along with those effected as a result of the economy drive.*

#### **H. Scheduled Castes, Scheduled Tribes and other Backward Classes**

94. A statement showing the number of persons from scheduled castes, scheduled tribes and other backward classes in each category of posts under the Administrations of Union Territories (excepting Himachal Pradesh for which the number of posts reserved and the number of persons from Scheduled Castes and Scheduled Tribes, actually employed, has been given) as against the total strength is given in Appendix VII. It will be seen from this statement that the number of persons belonging to these castes/tribal employed in the Union Territories is not in proportion to the number of seats allocated to them. *The Committee suggest that the Ministry should look into the matter and being directly responsible for this subject in relation to the Union Territories, it should endeavour to recruit the requisite number of people from scheduled castes and scheduled tribes in these Territories. In this connection, the Committee would reiterate the following recommendation made by them in para 69 of their 48th Report (Second Lok Sabha) on the subject 'Scheduled Castes, Scheduled Tribes and Other Backward Classes':—*

*"The Committee.....suggest that more concerted efforts should be made to ensure proper implementation of rules and orders issued by the Ministry for increasing the intake of candidates of Scheduled Castes and Scheduled Tribes in the Central Government services and posts so that the prescribed quotas are filled within a reasonable period of time".*

95. *The Committee further suggest that some special training courses might be arranged for scheduled caste and scheduled tribe people so as to make them fit for various kinds of jobs. Attention is invited to the following recommendation made by the Committee in para 66 of the same Report:—*

*"The Committee suggest that all the Universities, Departments or institutions concerned may be asked to make arrangements to coach these students for the various*

competitive examinations and that for departmental examinations for promotions, coaching classes should be arranged by the Ministries/Departments for their Scheduled Caste and Scheduled Tribe employees."

### **I. Land Reforms and Co-operation in Union Territories**

96. As a matter of interest, the details of land reform measures introduced or proposed to be introduced in the Union Territories are given in Appendix VIII. Another statement showing the progress achieved in the Union Territories in the field of co-operation is given in Appendix IX.

### **J. Annual Reports**

97. The Committee find that at present a brief account of the important developments in the Union Territories in a year is given as an Appendix to the annual reports of the Ministry which are laid before Parliament. The Committee, are, however, informed that the various Administrators furnish detailed annual reports to the Ministry apart from certain other reports (*e.g.* on the working of the Community Development schemes etc.) which are furnished more frequently. In view of the special relationship between the Parliament and the Union Territories, *the Committee suggest that the annual reports furnished by the Administrators of Union Territories to the Ministry of Home Affairs should be published separately and laid before the Houses of Parliament along with the Annual Reports of the Ministry itself instead of giving sketchy description of the developments in the various Territories as an Appendix to the annual Reports of the Ministry.*

### III. DELHI

#### A. Historical Background

98. In 1857 when the British reoccupied Delhi, the last Moghul Emperor, Bahadur Shah was removed to Rangoon and Delhi was constituted into a district of the Punjab. It was also made the headquarters of a Commissioner's Division comprising the districts now in the Ambala Division. On the 11th December, 1911, on the occasion of the Coronation Darbar, Delhi was proclaimed the Capital of India and on the 1st October, 1912, the Delhi tehsil and the thana of Mehrauli were separated from the Punjab and organised into a separate Chief Commissioner's administration. 65 villages from the Meerut district in the then United Provinces were added to the Delhi enclave on 1st April, 1915.

99. During the four decades when Delhi was run as a separate local administration, it was under a Chief Commissioner. The administration was under the overall supervision of the Home Department but the Chief Commissioner obtained his orders on various subjects from the different departments of the Government of India direct. During the second world war, the Chief Commissioner was given the assistance of a Secretary in 1942. From that date, something like a Secretariat began gradually to grow up.

100. After the passing of the Part C States Act of 1952, Delhi, like the other principal Part C States, was administered by a regularly constituted Ministry responsible to the local legislature. With the coming into force of the States Reorganisation Act, Delhi has become a Centrally administered territory. The Delhi Municipal Corporation came into existence in April 1958 and took over from the Chief Commissioner's administration a number of functions connected with health, education and local self government. Similarly, the Delhi Development Authority concerns itself with town planning and development of areas declared to be 'development areas' under the Delhi Development Act, 1957.

101. Delhi has an area of 578 square miles (501 square miles urban and 77 square miles rural) and a population of 17.4 lakhs according to 1951 census. The present population is estimated to be about 23.02 lakhs (which includes approximately 18 lakhs of urban population).

#### B. First and Second Five Year Plans

102. The targets and achievements in the First Five Year Plan in Delhi are given in Appendix X. It will be seen that the expenditure actually incurred was 72.1% of the total plan provision. *Progress in the fields of agriculture, irrigation, road transport, education*

and medical and public health was not satisfactory. Under the National Water Supply and Sanitation Schemes, an amount of Rs. 50 lakhs was provided but no expenditure could be incurred at all.

103. The financial outlay for the Territory of Delhi in the Second Plan is of the order of Rs. 1697·35 lakhs. This does not include allocations made separately for statutory bodies like the Water Supply and Sewage Disposal Undertaking, the Delhi Transport Undertaking, the Delhi Electric Supply Undertaking and on the Delhi Milk Supply Scheme. The allocations for these are as under:—

	(Rs. in lakhs) Allocation
1. <i>Water Supply and Sewage Disposal Undertaking</i> (Provision included under the plan outlay of the Ministry of Health under the head 'National Water Supply and Sanitation Schemes')	708·54
2. <i>Delhi Transport Undertaking</i> (Provision included in the Plan outlay of the Ministry of Transport and Communications)	210·00
3. <i>Delhi Electric Supply Undertaking</i> (Provision included in the Plan outlay of the Ministry of Irrigation and Power)	740·00
4. <i>Delhi Milk Supply Scheme</i> (Provision included in the Plan outlay of the Ministry of Food and Agriculture)	327·96
TOTAL	<hr/> 1986·50 <hr/>

104. The Committee understand that the original proposals submitted to the Planning Commission exceeded the figure of Rs. 115 crores of which about Rs. 58 crores were earmarked for statutory and local bodies and the milk supply scheme. The remaining schemes, with a proposed provision of Rs. 37 crores were discussed in detail by the officers of the Delhi Administration with the Planning Commission, who after obtaining further information and as a result of discussion, arrived at a total ceiling of Rs. 17·86 crores. As a result of the 5% cut subsequently imposed on the Plan schemes, this figure was brought down to Rs. 16·97 crores. The break-up of this figure is given in Appendix X. The progress of expenditure during the first two years of the Plan and the outlay for 1958-59 are also shown in the same Appendix.

105. It will be seen that during 1956-57, the first year of the Second Plan, for which the actuals are available, as against the budget estimates of Rs. 248·24 lakhs and revised estimates of Rs. 224·08 lakhs, only an amount of Rs. 199·56 lakhs has been

spent. The reasons for variations under a number of heads are stated to be briefly as below:—

- (i) non-availability of qualified personnel;
- (ii) late appointment of staff;
- (iii) delays in sanctions; and
- (iv) non-availability of suitable sites.

*In view of the experience gained in the first plan, the difficulties should have been foreseen and steps taken to prevent their recurrence. The Committee suggest that these questions should now be attended to expeditiously so that the targets are fully achieved by the end of the Second Plan.*

### C. Educational Facilities

106. The number of educational institutions, their enrolment, the literacy percentage and the number of adults made literate so far are given in Appendix XI. From these figures it would be seen that the literacy percentage in Delhi is 40, which is no doubt higher than in some other States and Union Territories. *The Committee are, however, of the view that in matters of education, Delhi should set an example to other States. Complete literacy should not be difficult to achieve since a major portion of the population is urban. An intensive effort should be made by the Administration in collaboration with the Municipal Corporation, to see that the entire population is made literate within a target date to be fixed for the purpose. The Committee further suggest that the Administration should maintain some sort of continuous follow-up to see that people once made literate do not relapse into illiteracy. They should, therefore, be kept posted with literature suitable for neo-literates and further, be associated in some manner with the social education drive itself.*

107. In this connection, *the Committee invite the attention of the Ministry to the following recommendation made by them in para 104 of their 14th Report (Second Lok Sabha) on the Ministry of Education:—*

*“.....an assessment of the needs (of adult education in urban areas) may be undertaken early and preferably entrusted to some voluntary bodies in the field so that a clear cut picture is available before the experiment could be extended to wider fields.”*

*This assessment might be taken up in Delhi so that a planned approach to the problem could be chalked out.*

108. Basic education does not appear to have made much progress in the urban areas of Delhi. *The Committee suggest that the Ministry should take up this matter with the Ministry of Education so that some of the existing primary schools in urban areas could be*

### D. Medical Services

#### (a) *Extent of Responsibility of the Delhi Administration and the Central Ministries.*

109. Most of the hospitals and dispensaries in the Territory of Delhi have been transferred to the Municipal Corporation except the Irwin Hospital, the Police Hospital and the Maulana Azad Medical College which have been retained by the Administration. The Administration is also responsible for the Employees' State Insurance Scheme, Drugs Controller's Office and the implementation of the Nursing Homes Act, 1953.

110. There appears to be some confusion of responsibilities as between the Ministry of Health and the Ministry of Home Affairs in regard to medical services in Delhi. The Committee quote below the following observations made by the representative of the Ministry of Health during his evidence before the Estimates Committee on 1st November, 1958:—

“So far as Delhi State Administration is concerned, the present position is that the Irwin Hospital and the Delhi Medical College are under the administrative control of the Ministry of Home Affairs. Even appointment of the Principal was made by the Ministry of Home Affairs.”

111. In regard to the shortfalls in the expenditure on Medical Services in Delhi under the Plan, the representative further added:—

“A strange fate seems to have taken all the plan provisions for the Delhi State. Lakhs and lakhs have lapsed. And we have been trying to find out the reasons. I may frankly say that there has been considerable slackness in utilising the funds provided for the Delhi State Administration. Even for the Infectious Diseases Hospital, we sent an officer; he inspected and said, that better facilities by way of latrines etc. should be provided. Months and months lapsed; we had to send reminders and send our officers again and again to press on the Delhi Administration to improve the state of affairs; and similarly for the Silver Jubilee Hospital; we had made plan provision for the construction of several hospitals; but not one hospital has been constructed.”

112. The representative of the Ministry of Home Affairs, on the other hand, stated before the Committee that—

“It is not correct to say that this particular hospital (the Irwin Hospital) is under the Home Ministry. It is actually under the Administration as it was before, and the Administration do consult the Health Ministry about technical matters. Certain appointments and schemes

are also approved by the Health Ministry. But here again, if there are any policy matters, the Home Ministry come into the picture. But the institution is not under the Home Ministry unless it is interpreted that the Administration is under the Home Ministry. The Administration is generally under the Central Government."

\* \* \* \* \*

"In this particular case (appointment of Principal of Medical College) the appointment was made in consultation with the Home Minister. It was a joint selection."

113. *The Committee consider it unfortunate that in regard to medical services in the Territory of Delhi which is itself the seat of the Central Government, there should be a blurring of responsibilities among the Central Ministries. The Committee suggest that the entire responsibility in all matters concerning medical services in Delhi should lie with the Ministry of Health in the Central sphere.*

114. *The Committee further suggest that the reasons for the slow progress of schemes relating to medical services should be carefully investigated and energetic steps taken to increase the tempo of work with a view to see that the Plan allocations are fully utilised.*

(b) *Irwin Hospital.*

115. *The Committee suggest that the following deficiencies noticed by a Study Group of the Committee during their visit to the Irwin Hospital during 1958 may be looked into and remedial measures taken to overcome the same on the lines indicated:—*

- (i) *There was considerable overcrowding in all out-patient departments and patients were required to wait in verandahs where there was no sitting space. Till the time the Hospital is in a position to provide additional waiting facilities, the hours of consultation for out-patients might be increased.*
- (ii) *There was acute congestion in all the wards particularly in the Female Medical Ward and a large number of beds had been laid on the floor. Some of the patients did not have even mattresses. All the in-patients should invariably be provided with mattresses so long as regular beds are not available.*
- (iii) *Similar conditions prevailed in the Casualty Department with the result that patients had to be prematurely discharged. Till such time as the bed strength of the Hospital improves, some arrangements might be devised so that the prematurely discharged patients might be accommodated in other hospitals and smaller medical institutions in the city which might be in a position to admit them.*
- (iv) *The scope and functions of the Advisory Committee might be sufficiently enlarged so as to enable the mem-*

bers to take an active interest in the activities and problems of the hospital.

- (v) *The question of the revision of the pay scales of the medical staff might be examined in the light of the report of the Delhi State Medical and Health Reorganisation Committee (1955) and implemented at an early date.*

(c) *Maulana Azad Medical College*

116. The Committee are informed that in keeping with the general policy that as far as possible the Central Ministries should administer various types of Government institutions through the administrations instead of doing it themselves directly, the administration of Maulana Azad Medical College has been entrusted to the Delhi Administration. It has been stated that seats have been reserved in this institution for other Union Territories also. *The Committee suggest that the feasibility of transferring the college to the Delhi University might be examined.*

(d) *General Recommendations regarding Medical Services*

117. *The Committee further invite attention of the Ministry to certain general recommendations made by them in regard to the improvement of medical services in Chapter II of their 36th Report (Second Lok Sabha) on the Ministry of Health and suggest that the same might be implemented in Delhi.*

**E. Housing Schemes**

118. The Second Plan allocations for various housing schemes in the Territory of Delhi, the budget allocations therefor during the first three years of the Plan and the amounts so far drawn by the Delhi Administration (laid on the Table of the Lok Sabha by the Minister of Home Affairs in reply to Unstarred Question No. 244 dated the 13th February, 1959) are as under:—

Name of the Scheme	(Rs. in lakhs)		
	Second Plan Provision	Total allocations during the years 1956-57 to 1958-59	Total amount drawn by the Delhi Admn. so far
Subsidised Industrial Housing Scheme .	72.96	40.77	23.00
Low Income Group Housing Scheme .	117.04	89.00	53.12
Village Housing Projects Scheme . . . .	*	1.34	Nil
Slum Clearance Scheme	†	188.00	150.00

\*The State-wise allocations of funds for the Plan period under this scheme have been for the present kept in abeyance pending a decision on the final provision that might become available for this scheme as a result of the reappraisal of the Second Plan.

†There is no specific plan provision for the Delhi Administration under the slum clearance scheme. The figures in col. 3 represent *ad hoc* allotment made by the Ministry of Health who are concerned with slum clearance in Delhi.



From the above statement it would be seen that the Delhi Administration have not been able to utilise fully the budgeted allocations for various housing schemes during the last three years and that at this rate shortfalls are expected to occur in the Plan provisions for these schemes. The reasons for these shortfalls have been stated as under:—

- (i) Shortage of building materials;
- (ii) delay in acquisition of land;
- (iii) non-availability of suitable developed plots at reasonable prices; and
- (iv) delay in approval of construction plans, etc. etc.

119. *The Committee regret to observe that the various housing schemes have not been able to make much progress due to several reasons stated above. In view of the acute housing shortage in the Capital, the question needs to be accorded urgent attention and the matter might be taken up by the Ministry of Home Affairs on the one hand with the Ministry of Works, Housing and Supply at the highest level and with the Delhi Administration on the other, with a view to see that the difficulties in their execution are removed and the allocations for the purpose utilised as fully as possible during the remaining period of the Plan.*

## F. Industries

### (a) Idle capacity in existing industries

120. During the course of evidence, the Committee learnt from the Chief Commissioner, Delhi, that there were 26 factories in the Territory where the full capacity was not being utilised. The reasons given were lack of adequate raw materials, lack of adequate finances, shortage of electrical energy and inadequacy of factory premises. These were the cases brought to the notice of the Industrial Advisory Board. No overall survey of all the factories in the Territory had been made recently, the last survey having been made in 1951-52.

121. Delhi has undergone considerable industrial expansion during the last few years but there is still scope for further expansion, particularly in small industries. *The Committee, therefore, suggest that as a first step, the Administration should make a survey of the extent of idle capacity in various factories and the reasons therefor and then take steps to provide them the resources and materials needed. Further avenues of expansion should also be explored for implementation in the next plan. The Committee are also of the view that further expansion of industries should not be concentrated in already congested urban areas but should be suitably dispersed in the satellite townships.*

122. *The Committee further suggest that the Industrial Advisory Board should be entrusted with the task of developing closer contact with the industries round about Delhi and of collecting full data about their requirements. For this purpose, it might be assisted with more staff, if necessary.*

(b) *Industrial Estate at Okhla*

123. The Committee are informed that an Industrial Estate has been put up at Okhla by the National Small Industries Corporation (Private) Ltd. The scheme aims at providing suitable built-up industrial premises along with other necessary facilities to about 165 small scale industrial units. A provision of Rs. 100.05 lakhs has been made for implementation of the scheme during the Second Five Year Plan.

124. The first phase comprising the construction of 35 factories and ancillary buildings, roads, water supply and electrical installations on an area of 400 acres has virtually been completed and the total expenditure incurred so far is Rs. 46 lakhs. 28 of the factories have also started production. The employment potential in July, 1958 stood at 800.

125. *The Committee suggest that the question of setting up similar Industrial Estates in some of the other Union Territories wherever conditions are favourable for this purpose, might be examined by the Ministry in consultation with the Ministry of Commerce and Industry.*

### G. Delhi Milk Supply Scheme

126. The Committee learn that under the First Five Year Plan, a sum of Rs. 4.94 lakhs was provided for dairy development in Delhi. The scheme involved shifting of animals from a few city areas to a cattle colony at Jheel Khuranja. It was, however, considered inadequate and the Government of India desired that a comprehensive scheme should be drawn up for the complete removal of all commercial cattle stables from Delhi city and for catering to the entire milk requirements of Greater Delhi.

127. Accordingly, necessary investigations were carried out and on the basis of data procured, a detailed and ambitious scheme was drawn up. Though not included originally in the Second Plan, the Planning Commission subsequently agreed to its being included on the condition that the cost would be met out of the overall provision of the Ministry of Food and Agriculture for Central schemes. The estimated cost of the scheme is as below:—

	(Rs. in lakhs)	TOTAL
(i) <i>Cattle Colony</i>		
(a) Land . . . . .	35.53	
(b) Buildings including develop- ment of land . . . . .	46.27	
(c) Equipment . . . . .	8.00	
(ii) <i>Milk Collection and Chilling Centres</i>		89.80
(a) Land . . . . .	0.60	
(b) Buildings . . . . .	16.80	
(c) Equipment . . . . .	45.00	62.40

	(Rs. in lakhs)	TOTAL
(iii) Central Dairy		
(a) Land . . . . .	8.00	
(b) Buildings including develop- ment of land . . . . .	49.51	
(c) Residential quarters . . . . .	5.00	
(d) Equipment . . . . .	100.00	162.51
(iv) Distribution . . . . .	10.50	
(v) Milk board . . . . .	1.25	
(vi) Training of Personnel . . . . .	1.50	13.25
GRAND TOTAL		397.96

128. The details of the scheme, the progress made in its execution and the liabilities incurred so far are given in Appendix XII. The Committee are informed that the central dairy is expected to be ready for operation in September, 1959.

129. The Committee understand that the scheme is proposed to be run departmentally at present though ultimately it is proposed to hand it over to a statutory board to be constituted for the purpose. *The Committee suggest that it might be advisable to have such a Board right from the beginning as departmental execution of such schemes is likely to lead to waste.*

130. The Committee are informed that the dairy would be capable of supplying 10,000 maunds of milk a day while the actual present estimated consumption is about 7,000 maunds a day. So long as other sources of supply continue, it may not be possible to assess the actual demands of milk to be catered by the dairy as people might prefer cheaper milk to the processed milk (to be supplied by the dairy) which might be a little costlier. *The Committee are surprised to know that the minimum milk requirements to be catered to by the dairy should be an uncertain factor. The Committee are of the view that for achieving the object behind the scheme, it is necessary that the dairy should aim at meeting the major portion of the requirements of milk for Greater Delhi.*

131. The Committee were informed in this connection by the Chief Commissioner, Delhi, that out of an estimated 20,000 cattle in the city, only 8,000 cattle in two colonies of 4,000 each, to begin with, were proposed to be removed under the dairy scheme. *The Committee consider that the removal of all cattle from the city area should be an important ingredient of the scheme. Suitable legislation for this purpose might be necessary. The Committee are further of the view that the scheme should be attractive enough for the local 'gwalas' to participate in it and voluntarily remove their cattle from the congested urban areas. Similarly, the rates of milk supply should be reasonable enough to induce the citizens of Delhi to derive the benefits of the scheme.*

132. *The Committee further invite attention to the following recommendation made by the Public Accounts Committee in para 32 of their 13th Report (Second Lok Sabha):—*

*".....this scheme which has been pending for more than 5 years should be started without further delay as*

considerable expenditure has already been incurred on it."

*The Committee consider the scheme to be one of considerable importance from the point of view of the health of the citizens of the Capital and hence it should be expeditiously implemented. The Committee are further of the view that the experience gained and the techniques employed at the Aarey Milk Colony near Bombay might be usefully utilised in implementing the scheme.*

### H. Rural Water Supply

133. The necessity of ensuring supply of clean and wholesome water to the people particularly in the villages need hardly be emphasised. The Committee are informed that the Government have launched a scheme for improving the water supply in all the 290 villages in the rural areas of Delhi. The provision made for this purpose in the Second Plan is Rs. 19 lakhs. The improvement is to be secured by (a) making three wells sanitary in a village; (b) providing public hydrants for drinking water supply from tube-wells to be sunk; and (c) in addition to (b) providing also a certain number of private connections.

134. The scheme includes purchase of machinery and equipment worth about Rs. 5½ lakhs which has already been procured. With the formation of the Municipal Corporation, the scheme has been transferred to that body. A sum of Rs. 1 lakh has been placed at its disposal for expenditure during the current year and a provision of Rs. 3 lakhs has been made in the Corporation's budget for the next year.

135. The Committee further learn that the plans and estimates for the entire programme have been finalised and a beginning has been made in the execution of the scheme during the current year and it is hoped to complete it within the Plan period.

136. *The Committee would suggest that the feasibility of having similar schemes in other Union Territories might be examined by the Ministry in consultation with the Ministry of Health.*

### I. Rural Electrification

137. The Committee are also informed that the Municipal Corporation of Delhi propose to electrify 53 villages in the Territory during the Second Plan at an estimated cost of Rs 23.75 lakhs. *The Committee suggest that a phased programme should be prepared for the electrification of the remaining 237 villages in the Territory and that attempts might be made to obtain cheap power from the Bhakra Nangal system for the purpose. Efforts should simultaneously be made to develop small cottage industries with the help of the power provided to the villagers in order to improve their economic condition on a planned basis.*

### J. Irrigation, Navigation, etc.

138. From the figures given below, the Committee find that there has been a continuous shortfall during the last three years in regard

to the provision made for irrigation, navigation, embankment and drainage works:—

Year	Budget Estimates	Actuals
	Rs.	Rs.
1955-56	1,55,000	59,347
1956-57	81,000	22,515
1957-58	78,000	35,751

139. The Study Group of the Committee which discussed this question with the Chief Commissioner, Delhi were informed that whatever expenditure had been incurred out of the budgeted amount was on survey work only. In the past few years, with the rapid development of the city, certain roads had been built across the drains with the result that water used to get logged at various places in the rainy season. Moreover, some old drains had got silted up. To overcome these defects, a survey was first necessary and then outlet channels, embankments and bunds would have to be provided where necessary. There was difficulty in getting an Irrigation Engineer through the Union Public Service Commission due to non-availability of a suitable person. An Assistant Engineer had recently been posted to do the survey work under the supervision of the C.P.W.D. *It is unfortunate that such heavy shortfalls should have occurred under this head. The Committee suggest that the Administration should now at least ensure that the budget allocation in this regard is utilised fully and that there are no lapses as in previous years.*

#### K. Welfare of Scheduled Castes

140. The population of Scheduled Castes in the Territory of Delhi is 2,68,530 that is about 15.4% of the total population. There was no separate provision for welfare of the Scheduled Castes in the First Plan. A sum of Rs. 15.65 lakhs has, however, been allocated in the Second Plan for the welfare of Harijans and Vimukta Jatis in Delhi in addition to the Centrally sponsored schemes involving an allocation of Rs. 2.95 lakhs. Important activities to be undertaken for their welfare are—provision of housing facilities, sinking of wells, loans for development of cottage industries, vocational training etc. From the statement at Appendix X, *the Committee, however, find that the progress in this sphere has not been satisfactory in that out of an allocation of Rs. 2.05 lakhs in 1956-57 only Rs. 0.175 lakhs (i.e. 8.5%) were utilised. Further, the revised estimates for 1957-58 have come down to Rs. 3.78 lakhs as against the budget estimates of Rs. 7.53 lakhs in that year. An allocation of Rs. 5.03 lakhs has been made in the year 1958-59. The Committee suggest that the reasons for this slow progress should be investigated in detail and remedial measures taken to ensure full utilisation of budgeted amounts under this head.*

### L. Amenities in Outlying Colonies

141. With the rapid growth in the population of the city due to influx of refugees during the last few years, the city of Delhi has expanded in all directions but most of the expansion has been haphazard. A number of outlying colonies have cropped up and some of these are still lacking in basic civic amenities like electricity, filtered water supply, drainage, etc. These colonies have actually accentuated the slum conditions obtaining in the city by spreading them over to the periphery of the town. A note received from the Ministry indicating the magnitude of the problem and the schemes being undertaken to provide civic amenities to the people residing in these colonies is given as Appendix XIII.

142. *The Committee view the continuance of this state of affairs with concern and suggest that the Government should see to it that necessary schemes for providing basic amenities in all the colonies in Delhi are executed as early as possible. The schemes should, as far as possible, be incorporated in the proposed master plan for Delhi. The Committee would also like to invite attention to the following recommendation made by them in para 104 of their 37th Report (Second Lok Sabha) on the Ministry of Health:—*

“They hope that the draft General Plan will be ready by May, 1959 as expected and that not much time will be spent in finalising the same. The Committee would like to express a definite view that the Master Plan for Greater Delhi should lay greater stress on slum clearance and basic amenities for the common man, than on highly expensive grandiose schemes. The Committee also hope that the Master Plan will include a definite promise of eradicating slum conditions, by a target date, from the Capital of the Republic of India.”

### M. Delhi Police •

#### (a) Expenditure

143. The Committee find that the expenditure on Police in the Territory of Delhi has been gradually mounting up from a bare Rs. 27·64 lakhs in 1945-46 to Rs. 151·02 lakhs in 1956-57, Rs. 167·56 lakhs in 1957-58 and Rs. 179·83 lakhs in 1958-59 whereas the population has risen from about 9·17 lakhs in 1941 to about 23·02 lakhs as on 1st July, 1958 (estimated). Out of a total budget of about Rs. 8 crores, an expenditure of more than Rs. 1½ crores on Police alone seems to be on the high side.

#### (b) Incidence of Crime

144. A statement showing the crime situation in the Capital during the years 1948—58 is given in Appendix XIV. It will be seen that though there are minor fluctuations in certain cases, the overall

crime situation during the last three years has a tendency to deteriorate. The increase in the number of dacoity, murder and theft cases is particularly marked.

145. *The Committee are sorry to note that though there has been a steep rise in expenditure on Police during the last three years, the crime situation has, on the other hand, become worse in certain aspects. The Committee view this state of affairs with concern and suggest that the Ministry should look into the matter carefully and take remedial measures to tighten up the organisation of the Delhi Police so that the growing incidence of crime in the Capital is effectively checked. The system of night patrolling by police constables in New Delhi appears to be slack, and needs to be tightened up. Similarly the malpractice of unauthorised cutting of trees which is quite prevalent needs to be checked.*

#### (c) Traffic Problem

146. *The chaotic traffic conditions observed in all parts of the city are another pointer to the need for increasing the efficiency of the Delhi Police. The cyclists over 3 lakhs in number, present a peculiar problem and a majority of them, despite all measures reported to have been adopted by the Police so far, go without lights and bells. The Delhi Transport Undertaking and truck drivers are the next category of offenders of traffic rules. The measures adopted by the Police so far seem to be half hearted and lacking in persistency with the result that there is hardly any appreciable improvement in the position. The Committee suggest that a concerted drive should be launched for strict enforcement of traffic rules and the police officials found guilty of dereliction of duty in this regard should be suitably punished.*

#### (d) Special Problems of Delhi Police

147. Explaining the reasons for the steep rise in expenditure on Delhi Police, the Chief Commissioner, Delhi informed the Committee that Delhi being the Capital of the country, the Police here was called upon to discharge certain special duties and to deal with some special problems viz., (i) a large floating population consisting of businessmen, foreigners, tourists, etc. (ii) large exhibitions, (iii) visits of foreign dignitaries and V.I.Ps, and (iv) International Conferences etc. etc. All these factors require a special establishment and consequent extra expenditure. In regard to manpower, the strength of the Delhi Police was revised in 1949-50 and the present strength was, by and large, the same as fixed in that year with the result that there was only one police man for every 250 persons here whereas in a State Capital like Hyderabad there was one police man for every 200 persons.

148. *The Committee consider that the special problems in Delhi cited above have only a limited force because such factors are also*

*prevalent in other bigger cities of the country viz., Bombay, Madras, etc. though not to the same extent as in Delhi. To the extent they are more marked in Delhi, they point to the necessity of having a more efficient police force here.*

(e) *Efficiency*

149. The Committee consider that the only satisfactory explanation of the mounting expenditure on Delhi Police can be found in the extent of improvement affected in its efficiency. They, therefore, wanted to know as to whether any steps had been taken to improve the efficiency of the Delhi Police in recent years.

150. The Committee were informed that special efforts have been made to make the Delhi Police force more efficient by setting up the following special squads:—

- (i) Flying squads (3 in number)
- (ii) Missing persons squad
- (iii) Explosives squad
- (iv) Anti-smuggling squad (Narcotics)
- (v) Anti-smuggling squad (food-grains)

151. The Committee were further informed by the Chief Commissioner, Delhi that generally the efficiency of a police force is judged by its discipline, its turn out and its ability to control crime and maintain law and order. It is also dependent partly on the type of population in which they have to work. In highly urbanised areas like Delhi, Bombay and Calcutta with large itinerant population, crime can be higher in spite of an efficient police force. Judged purely from the statistics, the Bombay crime figures for the year 1957 are 559·8 per lakh of population based on the 1951 census figures as against 558·4 per lakh for Delhi. Since the Delhi population has increased more rapidly than that of Bombay, the Delhi average, therefore, would work out to 442·5. Similarly as regards traffic accidents, Bombay had 8 fatal accidents per lakh against Delhi's 5 per lakh. The convictions in Delhi are 73 per cent. of the cases brought to court which are higher than in Bombay.

152. Another factor pointed out by the Chief Commissioner was that the Delhi Police was practically depleted in 1947 as nearly half the force consisted of Muslims who opted for Pakistan with the result that many displaced policemen as well as illiterate ex-service men had to be taken in large numbers to recoup the force.

153. *While all these factors are to be taken into account, the facts that Delhi is the Capital of the country and a place of growing international importance, point out that there are very strong grounds for taking urgent steps to improve the efficiency of the Delhi Police so that it might discharge the onerous responsibilities peculiar to*



*Delhi. In this connection, the Committee have the following suggestions to offer to improve the efficiency of the Delhi Police:—*

- (a) *The premises, often implicitly accepted, that the efficiency of a police force is directly proportional to its numerical strength, should be given up. A compact, properly trained, disciplined and well-knit police force can be more efficient than a large number of badly recruited and improperly trained group without a proper sense of discipline;*
- (b) *It is understood that sometime back a Committee was appointed to go into the question of the reorganisation of Delhi Police force and that their report is under consideration of the Government. The examination of that report may be finalised early, in the light of what has been stated in (a) above;*
- (c) *The question might be examined whether the Police Commissioner's system prevailing in the erstwhile Presidency towns of Bombay, Calcutta and Madras, could, with advantage, be introduced in Delhi so as to improve the efficiency of the Delhi Police.*

*(f) Separate Cadre for Subordinate Posts*

154. The Committee were informed that for subordinate cadres in the Police Force, Delhi has at present to depend on Punjab with the result that policemen from the rural areas of Punjab come to Delhi and it takes two to three years to train them properly to deal with the problems of a cosmopolitan town and by the time this is done, they go back. The proposal is now under consideration to establish an independent cadre for Delhi. *The Committee suggest that in the interest of increasing the efficiency of Delhi Police, this proposal should be sanctioned early.*

*(g) Police Stations in Outlying Colonies*

155. It was stated by the Chief Commissioner, Delhi that cases of thefts and burglary occurred mostly in the outlying colonies where it had not been found possible to post sufficient police. *The Committee suggest that this matter might be attended to expeditiously and steps taken to open some Police Stations in these colonies.*

*(h) Recruitment and Training*

156. As indicated in para. 153(a), *the emphasis should be shifted from quantity to quality of the Police Force. Greater care should be taken at the time of recruitment to ensure that right type of persons who have some aptitude for police career are selected. The conditions of recruitment may be carefully reviewed and tightened up, if necessary. Similarly, the training facilities should be care-*

fully reviewed and augmented, wherever necessary, to ensure that proper and intensive training, suited to the new conditions in the country is given to the police officials of various categories. Frequent refresher courses should be arranged.

(i) *Supervision*

157. *Police officials, in dealing with crime, have often to come in contact with lower elements in society. Temptation, therefore, to lead soft and luxurious life, is great. There is, therefore, a greater necessity for constant high level supervision and guidance in Police Department than in any other department. The senior police officials should, therefore, be encouraged to exercise greater on-the-spot supervision and surprise inspections.*

(j) *Equipment, etc.*

158. *All the modern devices discovered for the prosecution and detection of crime should be placed at the disposal of the Delhi Police. The Committee understand that the scale of transport provided to the Bombay Police is higher than that provided for the Delhi Police. This may be looked into and additional transport facilities provided to Delhi Police, if considered necessary.*

#### **N. Public Relations Committee and Industrial Advisory Board**

159. After the repeal of the Part C States Act, it was felt necessary to evolve some machinery to bring about liaison between the Delhi Administration and the public. With this end in view, two Advisory Committees viz., the Public Relations Committee and the Industrial Advisory Board were constituted. The composition and functions of these Committees are given in Appendix XV.

160. The Study Group of the Committee learnt that no rules of business had been drawn up to regulate the functioning of these bodies. The Sub-Committees of the Industrial Advisory Board are, however, guided by various rules and procedure laid down in the Model Aid to Industry Rules, instructions issued by the Khadi and Village Industries Commission as well as the Handloom Board.

161. The Ministry have stated that since both these are informal consultative Committees, their style (mode of working) will be cramped, if definite rules for the conduct of their business were to be prescribed. *The Committee do not agree with this view. They consider that it would be desirable if certain definite rules for the conduct of their business are framed by these bodies. The Committee believe that these would enable them to function more effectively.*

162. *The Committee suggest that the question of combining the Public Relations Committee and the Industrial Advisory Board into one committee with two sections, if necessary, under one Chairman, with a view to effecting economy and improving efficiency, may be examined.*

## IV. HIMACHAL PRADESH

### A. Historical Background

163. The group of 21 hill States in the foothills of the Himalayas between Kashmir in the West and Uttar Pradesh in the East merged with the Indian Union in April, 1948, constituting Himachal Pradesh and was placed under a Chief Commissioner. The State of Bilaspur was merged with Himachal Pradesh with effect from 1st July, 1954. When the Constitution came into force in January, 1950, Himachal Pradesh became a Part C State. As a result of the enactment of the Government of Part C States Act, 1951, a Legislative Assembly and a popular Ministry were formed in the State. When the reorganisation of States took place in November, 1956 the Legislative Assembly was abolished and Himachal Pradesh was constituted into a Union Territory. For the local administration of the Territory, a Territorial Council was set up under the Territorial Councils Act, 1956.

164. The Territory has an area of 10,904 sq. miles and a population of 11,09,466 according to the 1951 census. Out of this, the rural population is 10,64,320 or roughly 96% of the total population.

### B. Five Year Plans

#### (i) First Plan

165. The total outlay under the First Five Year Plan for this Territory was Rs. 569.9 lakhs. The details of allocations under different heads of development and actual expenditure incurred are given in Appendix XVI.

166. The total expenditure incurred represents 82.2% of the total plan ceiling. It has been explained that delay in the sanction of schemes, shortage of technical personnel and lack of equipment and materials were the main causes for the slow progress of works. The vagaries of the weather *e.g.*, heavy rains and snow which curtail the working period in a year by 5 to 6 months, was stated to be another factor.

#### (ii) Second Plan

167. The outlay amounting to Rs. 1472.53 lakhs in the Second Plan is more than twice on the first. A comparative picture of the financial allocations to various sectors during the two plans can be had from the following table:—

S. No.	Head of Development	(Rs. in lakhs)			
		First Plan		Second Plan	
		Actual	% of total	Actual	% of total
1.	Agriculture and Rural Development	94.2	16.5	218.53	14.8
2.	Irrigation and Power	92.4	16.2	261.25	17.7
3.	Industries	12.7	2.2	47.50	3.2
4.	Roads and Road Transport	252.1	44.3	458.85	31.2
5.	Social Services	118.5	20.8	341.05	23.2
6.	Miscellaneous	..	..	26.60	1.8
7.	C.D. and N.E.S.	..	..	118.75	8.1
	<b>TOTAL</b>	<b>569.9</b>	<b>100.00</b>	<b>1,472.53</b>	<b>100.0</b>

168. During the year 1956-57, a sum of Rs. 318·83 lakhs (including Government of India's share of Rs. 9·32 lakhs in respect of irrigation) or 21·7% of the plan allocation was earmarked for the launching of development projects and the total expenditure incurred during that year was Rs. 228·54 lakhs or 68·5% of the allocation. *Thus there was a huge shortfall of the order of Rs. 90·29 lakhs in the first year of the Second Plan.* This was mainly shared by the C.D. and N.E.S. programme, social services and irrigation and power projects. One of the main reasons for this shortfall in expenditure was stated to be the non-implementation of most of the schemes either for want of necessary sanction or lack of trained personnel. Destruction of records in the Secretariat fire which occurred during May, 1957 and the difficult living conditions in remote areas were also reported to be partly responsible.

169. *The Committee are distressed to learn that even in 1957-58 most of the schemes could not be put into operation until half the year was over due to late receipt of sanctions.*

170. *The Committee find that the experience gained from the First Plan has not been properly utilised in preventing shortfalls during the first two years of the Second Plan. The Committee suggest that the Ministry should see to it that the tempo of work is accelerated during the remaining period of the Plan, so that the targets, both financial and physical, laid down in the Second Plan are achieved.*

### C. Forests

171. Forests occupy an important place in the economy of Himachal Pradesh. The area under forests is 4,025 sq. miles i.e., 37% of the total geographical area. Out of the total estimated revenue receipts of Rs. 263·11 lakhs in 1958-59, forests alone account for as much as Rs. 133·91 lakhs. The Committee are informed that during the first plan period, a sum of Rs. 11·60 lakhs was spent on the following schemes of forests development:—

- (i) Preservation of the catchment areas of the rivers;
- (ii) Checking of soil erosion;
- (iii) Conservation of soil;
- (iv) Construction of forest roads;
- (v) Propagation of 'Bhabar' grass in Sirmur district; and
- (vi) Demarcation.

172. The chief physical targets achieved during that period were:— construction of 258 miles of forest roads, fixation of the boundary pillars between the Government forests and private lands in an area of 12,816 acres and propagation of 'Bhabar' grass in 2,955 acres in Sirmur district.

173. During the Second Plan, the allocation amounts to Rs. 40·37 lakhs. The Committee find that though there is a marked increase in

the absolute amount provided for this purpose in the Second Plan as compared to the First, the percentage allocation has decreased from 3·2% to 2·7%. In 1956-57, the first year of the Second Plan, a sum of Rs. 8·81 lakhs was provided of which only Rs. 6·60 lakhs could be utilised. *The Committee would, therefore, like the causes of these shortfalls to be examined and remedial measures taken to avoid their recurrence in future. Of the various schemes for development of forests, the Committee attach particular importance to the construction of forest roads which is the first requisite for opening up the interior areas and they would, therefore, urge that it should be ensured that the plan target of constructing 556 miles of such roads is attained.*

174. *Forests play a vital role in the economy of the Territory and can generate abundant wealth, if exploited with imagination and boldness. The Committee are of the view that there is scope for an organised development of forest resources in Himachal Pradesh with modern plants for processing and seasoning of timber. The Forest Department should also be reorganised with technically trained men to fulfil the targets laid down in the plan.*

175. *The Committee recommend that comprehensive plans for the exploitation of forests in the Territory should be prepared and stress should be laid on simultaneous regeneration of cleared areas through suitable working plans and development of subsidiary forests resources viz. resin, terpentine etc. on a large scale.*

176. *In this connection, the Committee would also like to invite attention to the following recommendation made by the Public Accounts Committee in para 44 of their Twelfth Report (Second Lok Sabha):—*

“ . . . . In the interest of conservation of forests, scientific planning and extraction of timber and other materials, the Committee reiterate the recommendation made by the late Himachal Pradesh P.A.C. that the Government of India might usefully examine the desirability for departmental exploitation of these forests”.

#### **D. Communications**

177. Lack of developed road links has been, to a very large extent, responsible for the economic and social backwardness of the people of Himachal Pradesh. With a view to opening up more and more inaccessible areas for economic development, construction and development of roads was given attention in the First Plan. The total provision for this purpose was of the order of Rs. 235·00 lakhs while the total expenditure was of the order of Rs. 225·41 lakhs, that is about 96% of the total provision. In the Second Plan, a sum of Rs. 427·50 lakhs has been allocated for development of roads. The expenditure incurred in the first year of the plan was Rs. 76·80 lakhs as against the budgeted provision of Rs. 80·00 lakhs.

178. *The Committee find that although the expenditure on road*

*cal progress was very poor as only 790 miles of roads were either constructed or improved out of a target of 1,500 miles. The Committee were given to understand that this was due to higher cost on construction and improvement than what was originally visualised. The Committee do not consider this satisfactory and suggest that the matter should be investigated to find out whether apart from the hilly terrain of the region, there were any other causes leading to the abnormal rise in the cost of road construction and improvement in the First Plan and to that end comparison should be made of the cost of road construction in other hilly regions, with the cost incurred in Himachal Pradesh.*

179. The Committee learn that the bottlenecks in the implementation of road development programme in a hilly terrain like Himachal Pradesh are (i) short span of time available for work and suspension of work due to rains and snowfall and (ii) paucity of trained and experienced labour etc. While the first factor is beyond human control, in regard to the second, *the Committee feel that the Ministry of Home Affairs should, in consultation with the Ministries of Transport and Works, Housing and Supply take necessary measures to overcome the shortage of technical personnel required to execute the schemes. The interval, when no work can be done due to unfavourable climatic conditions should be utilised for completing necessary formalities viz., obtaining sanction, necessary equipment and staff etc. so that work could start in full swing as soon as the weather permitted.*

180. Of the five districts in the Territory, four have all weather motorable roads connecting the district headquarters with Simla while the road to the fifth (Nahan) is expected to be completed within the Second Plan. *The Committee suggest that projects for inter-connecting the district towns with each other may be taken up for execution in the Third Plan. Particular attention should be paid to such remote areas as Chini and Pangi.*

## **E. Medical and Public Health**

### *(a) Available facilities*

181. At the time of integration, the number of hospitals and dispensaries in Himachal Pradesh was too inadequate to meet even the minimum needs of the people. Besides, most of these institutions were ill-staffed and ill-equipped. Improvement and expansion of medical and public health facilities was undertaken on a large scale in the first plan at a cost of Rs. 51.83 lakhs. The progress made in the medical sector was as below:—

<i>Number of</i>	<i>1950-51</i>	<i>1955-56</i>
Hospitals and Dispensaries	91	164
Beds	455	988
Doctors	58	161
Vaids	27	69
Nurses and Midwives	30	153
Patients treated (indoor and outdoor)	5 27,035	20,24,569

182. In the Second Plan, a provision of Rs. 79·65 lakhs has been made. In 1956-57 against a budget allotment of Rs. 13·06 lakhs, the expenditure on medical and public health was Rs. 5·21 lakhs, *which cannot but be regarded as extremely unsatisfactory.*

(b) *Prevalent diseases*

183. A Study Group of the Committee learnt during their discussion with the Lt-Governor that venereal diseases, T.B. and Leprosy are the three main scourges of the Territory. In certain areas the incidence of venereal diseases is as high as 70 to 80% while 19 to 21% of the population is affected by leprosy. *The Committee would like the Ministry of Health to arrange for an early survey of the exact incidence of these diseases and prepare necessary schemes for their eradication on a planned basis.*

(c) *Staff Position*

184 The Study Group of the Committee were also informed that there were as many as 42 vacancies of doctors in the hospitals in the Territory. *The Committee suggest that the Ministry of Health should look into the matter and take early steps to fill up the vacancies from the recently constituted Central Health Cadre.*

185. During their visit to the Himachal Pradesh Hospital, Simla the Study Group of the Committee learnt that a good number of doctors in the Hospital had not been confirmed even after putting in several years of service. The Ministry have stated that this was due to the following two general reasons which apply also to other staff under the Administration:—

- (i) A large number of posts in the Himachal Pradesh Administration were created on a temporary basis in connection with the implementation of the five year plans. It was, therefore, not possible to confirm the incumbents of these posts until the posts were made permanent.
- (ii) All the current records of the Secretariat of the Administration were destroyed by fire and the consequent need to reconstruct them delayed this process.

186. The Committee are, in this connection, informed that out of the total number of 11,401 employees under the Administration on 1st January, 1959, 5,211 had been confirmed by that date. The question of conversion of temporary posts which have been in existence for a period of three years or more into permanent ones has now been taken up by the Administration. *The Committee urge that this should be finalised expeditiously and the employees who are eligible for confirmation and have put in satisfactory service should be confirmed as early as possible.*

(d) *Himachal Pradesh Hospital, Simla*

187. *The Committee have the following suggestions to offer in regard to this Hospital:—*

- (i) *An Advisory Committee of non-officials may be constituted*

*to advise the medical officer in the discharge of his duties.*

(ii) *Separate record of cost of medicines for out-door and in-door patients should be kept so that the cost of treatment per in-patient and out-patient during a year could be readily worked out.*

(iii) *A pamphlet describing the medical facilities available in the hospital, the procedure to be followed to avail of them, the approximate cost involved etc. should be published and made available to the public.*

## F. Education

### (a) Number of Institutions etc.

188. As in the field of medical and public health services, so in that of education, Himachal Pradesh is sadly lacking in certain minimum facilities. The percentage of literacy was found to be as low as 5% at the time of 1951 census. Even the meagre facilities that existed at the time of integration were unevenly distributed. There was no provision of university education in any of the erstwhile States. Education of women was sadly neglected. In the First Plan, an amount of about Rs. 50 lakhs was spent on educational schemes. The increase in the number of educational institutions, scholars and teachers in this period was as follows:—

Year	No. of Institutions	No. of Scholars			No. of Teachers
		Male	Female	Total	
1951-52	625	38,161	4,027	42,188	1,665
1955-56	978	54,135	10,593	74,728	3,033

In the Second Plan, the outlay on education is of the order of Rs. 114 lakhs.

189. A Study Group of the Committee learnt during their tour of Himachal Pradesh that education up to the secondary stage had been transferred to the Territorial Council and the amount of work left with the Education Directorate had, therefore been considerably reduced. The number of students in the colleges was also not very large to warrant the continuance of a full fledged Directorate. *The Committee are of the view that there is no justification for a full fledged Directorate of Education to continue since education up to the secondary stage has been transferred to the Territorial Council. Considerable economies are possible, and should be effected, at the time of re-organising the administrative set up.*

### (b) Free and Compulsory Education

190. The Committee are informed that education is free in Himachal Pradesh upto the middle standard which roughly represents



the age of fourteen in the case of school going children. *The Committee recommend that a target date should be fixed for extending free and compulsory education to all children upto the age of fourteen. The feasibility of fixing suitable target dates for other Union Territories also may be examined by the Ministry of Home Affairs in consultation with the Ministry of Education.*

## G Food Production

### (a) Area and Production

191 The Committee understand that the target of food production for the Territory in the Second Plan is 44,000 tons and by the end of the third year of the Plan, it was estimated that the production had increased to 25,000 tons. The Agricultural Adviser of the Ministry of Food and Agriculture was going shortly to Himachal Pradesh with a team of experts to look into the question and suggest what further measures are necessary to step up food production. A Committee has also been appointed to go into the inaccessible areas to examine the requirements of several pockets like Chini and Pangi and to suggest what efforts should be made to make those areas self sufficient in food. The Study Group of the Committee which visited the Territory were informed that there was scope for increasing both the area and production of food crops. *The Committee would like to suggest that the Ministry should see that expeditious steps are taken to implement the recommendations of the team mentioned above and also to explore the possibilities of increasing food production in the remote areas with a view to ensure that the targets in this regard are fully achieved.*

### (b) Potato Problem

192. Potato is the 'king' crop of Himachal Pradesh and is the main source of subsistence for a large number of people in the Territory. The Study Group of the Committee, during their visit to the Theog Community Development Block, learnt that full benefit of their produce did not accrue to the farmers because of (i) lack of proper marketing facilities, and (ii) transport bottlenecks—the railways being unable to supply sufficient wagons in the peak season. *The Committee suggest that the following steps may be taken by the authorities concerned in this regard:—*

- (i) *A co-operative marketing society subsidised, if necessary, by the Administration may be set up. This would go a long way in relieving the petty farmers of the difficulties at present faced by them and make them more self reliant.*
- (ii) *Special goods trains might be run during the peak season between Simla and Kalka.*
- (iii) *Warehouses might be constructed at Kalka and Simla for the storage of potato for sale at the proper time and also for storage of seed potato.*
- (iv) *The feasibility of installing a dehydrating plant may also be examined with a view to prevent wastage.*

- (v) *The various research stations in the Territory should institute extension services for the purpose of improving the yield and quality of the crop.*
- (vi) *Road transport facilities may be augmented, wherever necessary and the feasibility of providing air-lift by constructing suitable airstrips may be examined.*

### **H. Development of Horticulture**

193. Intensive development of horticulture in Himachal Pradesh started from the year 1953, when a Fruit Research Scheme was sanctioned by the Indian Council of Agricultural Research under which two research stations, one at Mashobra and the other at Chini, were established for research work on fruits of temperate zone. Also, a network of progeny orchards and nurseries was established for the supply of quality fruit plants to those interested in planting orchards. During the First Plan about 1 lakh apple plants were distributed, whereas during the first three years of the Second Plan about 3 lakh plants have already been distributed and the target for the remaining two years of the Plan is to distribute about 4 lakh plants of apple. Whereas the area under apple at the end of the First Plan was about 2,000 acres, this area is now estimated to be a little over 4,000 acres. There is, however, a great scope for further expansion of apple industry in Himachal Pradesh. The Committee are glad to learn that the Administration is taking the following measures to encourage this industry:—

- (a) Grant of horticultural loan for planting of new orchards at the rate of Rs. 300 per acre which limit has recently been raised to Rs. 500 per acre by the Ministry of Food and Agriculture. During the last two years, about Rs. 4 lakhs were distributed as loans to the cultivators.
- (b) Supply of quality fruit plants at cheap rates from departmental orchards and nurseries. The present price of apple plant which is Rs. 0.75 per plant is, probably, the lowest in India.
- (c) Training of gardeners. For this purpose, six months' training courses have been started at various Fruit Research Stations where the trainees are given stipend of Rs. 30.00 per month each.
- (d) Supply of free advice to the orchardists in laying out and planting etc., spraying of orchards against major insect pests and diseases for which subsidy to the extent of 50% of the cost of insecticides and equipment is given to the deserving orchardists.

194. *The results of these measures should be carefully watched to ensure that the apple industry expands rapidly on scientific lines bringing prosperity to the area. Simultaneously, due attention should be paid to the growth of other fruits of temperate zone also.*

### I. Community Development

195. The Committee understand that the Block Development Officers and even the Gram Sevaks have not been able to cover their entire jurisdiction due to the difficult terrain of the region. The Committee were informed that certain relaxations have been made by the Community Development Ministry and some other proposals to adjust the charge of Gram Sevak are under consideration. *The Committee recommend that it should be ensured that all the areas in a Block are effectively and intensively covered at least by the Gram Sevak so that the benefits of the Community Development programme could reach uniformly the entire population of a Block.*

### J. Industrial Estate

196. During their visit, the Study Group of the Committee were informed that an amount of Rs. 1,20,000 had been allotted in the budget for 1958-59 for an industrial estate but no expenditure had been incurred so far because of difference of opinion in the selection of a site in the Advisory Committee. *The Committee consider this to be rather unfortunate.* They, however, understand that it has since been decided to locate this Estate at Solan. *The Committee hope that necessary plans would be drawn up and executed early, to make up, at least partly, for the time already wasted in fixing up the location.*

### K. Welfare of Scheduled Castes and Scheduled Tribes

197. The number of Scheduled Castes and Scheduled Tribes in the Territory is 2,52,000 and 27,928 respectively. The Committee understand that in the first plan no specific funds had been provided for the welfare of Scheduled Castes and Scheduled Tribes. However, certain funds were utilised for carrying out schemes for the eradication of untouchability, uplift of backward areas, tribal welfare and development of scheduled areas. The Second Plan provides a sum of Rs. 41·28 lakhs of which Rs. 18·04 lakhs are earmarked for the welfare of Scheduled Castes and Rs. 23·24 lakhs for tribal welfare and development of scheduled areas.

198. The Committee are informed that prior to 1958, the work relating to the welfare of Scheduled Castes and Scheduled Tribes was entrusted to the Director of Public Relations and Tourism in addition to his own duties. At the district level, this work was entrusted to Deputy Commissioners who, in turn, were assisted by District Public Relations Officers of the respective districts. As this part time arrangement did not work satisfactorily, the post of Director of Social Welfare was created temporarily in April, 1958. At the district level, four Welfare Officers (Class II) with clerical staff are now being appointed to assist the Deputy Commissioners in the implementation of the welfare schemes. Keeping in view the increasing importance of the activities of the Welfare Department, the Government of India agreed in princi-

ple to the creation of a full fledged Directorate at the headquarters and also to provide full time Welfare Officers at the district level.

199. *A fact which is not properly understood and is worth pointing out is that the Scheduled Tribes in Himachal Pradesh are Scheduled Tribes on account of geographical reasons only and not on account of any social disability. Inaccessibility of the areas of their abode has kept them cut off from the main currents of civilisation and any attempts at the improvement of their living standards have, therefore, to centre round the provision of roads connecting the interior areas with the towns and cities to allow for a free flow of ideas and goods. The Committee therefore, suggest that construction of at least jeepable roads in the areas inhabited by tribals should be given a high priority in Himachal Pradesh (as also in Manipur and Tripura).*

## V. MANIPUR

### A. Introductory

200 Manipur is a small territory on the Indo-Burma border, with an area of 8,638 square miles and a population of about 6 lakhs. It is made up of two distinct regions—the Central Valley covering an area of 700 square miles and the surrounding hill region comprising the rest of the area. The Central Valley of Manipur is inhabited by Meiteis, Manipur Mussalmans, Lois and various other small communities. The hill area of over 7,900 square miles is inhabited by Nagas and other hill tribes. It has 1,601 villages and only one town *i.e.*, Imphal which is the capital of the State.

201. Agriculture is the main occupation of the people, both in the hills and the valley. Roughly 2·75 lakh acres are under cultivation. Paddy is cultivated in the hill area also, about 25% of the cultivated area being under terraced cultivation and the rest still under wasteful “Jhuming” cultivation with the attendant problems of falling yield and increasing soil erosion. Next in importance to agriculture is the cottage industry. Weaving is done in every house. While men work in the field, women weave at home. The embroidery works of the Manipuri women are of exquisite equality.

202. People of Manipur, as a whole, have fine artistic instincts and love flowers and leaves with which they bedeck themselves. They are very neat and clean. Women in Manipur enjoy more freedom and are very industrious. All selling and buying in the market is done by them. Both men and women take very keen interest in classical and folk dances. Rasa Nritya is the finest product of Manipuri culture in the classical dances. Among the folk dances Thobal-Chongba, Laitharaoba, Kartal cholom, Mridanga cholom, Naga dance etc. are some of the best specimens.

### B. First and Second Five Year Plans

#### (a) First Plan

203. A statement showing the allocations and expenditure on different schemes in the First Five Year Plan for the Territory is enclosed as Appendix XVII. From this statement it is observed that the main shortfalls have been in the fields of animal husbandry, power, roads and road transport, and medical and public health. The reasons for shortfalls are stated to be late inclusion of certain schemes in the Plan, delays in financial sanctions and lack of technical personnel. In regard to Imphal Water Supply Scheme on which no expenditure could be incurred, the reason is stated to be solely lack of technical personnel.

204. *The Committee do not consider these reasons as satisfactory and feel that large allocations should not be made for schemes which are included in the plans at the far end of their term when it is known that it would not be possible to utilise the amounts provided. The Committee suggest that in respect of such schemes, a careful review should be made of the position and the amounts which cannot be spent should be usefully diverted to other schemes which are ripe for execution.*

(b) *Second Plan*

205. Details of the Second Plan outlay for the Territory, the expenditure incurred on different schemes during the first two years of the Plan and the allotment for the year 1958-59 are also shown in Appendix XVII.

206. The Committee find from this statement that out of allocations to the tune of Rs. 68.43 lakhs and Rs. 89.74 lakhs made in the years 1956-57 and 1957-58 respectively, the expenditure incurred amounts to Rs. 47.93 lakhs and Rs. 79.84 lakhs respectively. The revised estimates for 1958-59 amount to Rs. 134.42 lakhs. The progress, in the first two years of the Plan, does not, therefore, warrant any optimism and it is doubtful if at the current rate of spending, the plan allocations will be completely utilised. Progress has been particularly slow in case of the schemes relating to power, village and small scale industries, education, health and social and labour welfare.

207. The Committee understood from the representatives of the Ministry that in the case of minor irrigation schemes which were handicapped for want of overseers and engineers, the position had already been reviewed and it was decided to send three Assistant Engineers to Manipur. One Engineer has already been sent and the other two would be sent shortly. *The Committee suggest that the Ministry of Home Affairs should ensure that the pace of progress is accelerated so that the shortfalls in the previous years might be made good and full targets achieved by the end of the Plan.*

### C. Revenue Administration, Land Survey and Settlement

(a) *Land Revenue*

208. About 9/10th of the area of the Territory is hilly and inhabited by tribal people. In the hilly areas each tribal village has a chief and the bulk of the agricultural land is under shifting cultivation. No land revenue as such is levied in the hills but a house tax of Rs. 3 per year per house is collected by the chiefs who are paid a commission on such collection.

209. Land revenue in the valley which is less than 1/10th of the total area of the Territory is levied at a flat rate of Rs. 9 per *pari* (equal to  $2\frac{1}{2}$  acres). There are no intermediary tenures but the tenancies in the territory were not regulated till March, 1956 when the South Kanara Cultivating Tenants Protection Act was extended to Manipur. This Act expired on 6th March, 1958 and from that date the Bombay (Vidarbha region) Agricultural Tenants (Protection from eviction and amendment to Tenancy Laws) Act, 1957 was extended to the Territory. This Act will expire on the 31st December, 1959. A comprehensive land reforms measure for the Territory is being formulated and the legislative proposals contemplated include provisions as to the maximum rent payable by tenants, security of tenure, conferment of ownership on tenants in respect of lands which are non-resumable by landlords, ceiling on holdings, prevention of fragmentation etc. These proposals are likely to be finalised by the end of 1959.

210. *The Committee are sorry to note that there has been considerable delay in the enactment of such legislation which should have received the prior attention of the Government as soon as the Territory was taken over by the Centre. They hope that it would be brought on the statute book at any early date.*

(b) *Survey and Settlement*

211. The Committee understand that there are no survey and settlement records available either in respect of hill areas or the valley areas. In the hills, the reason is stated to be that shifting cultivation is practised and no land survey or settlement operation is possible. Steps are, however, being taken to wean away the people from 'Jhuming' (or shifting) cultivation and to make them realise the advantages of the normal methods. *The Committee suggest that as and when people in an area are persuaded to settle down, the survey and settlement operations should also be completed simultaneously.*

212. In regard to the valley areas, the land records are stated to be in a very primitive form and these too have not been properly maintained. A scheme to carry out survey operations was sanctioned by the Ministry of Food and Agriculture in 1955 at an estimated cost of Rs. 5 lakhs but no progress could be made because of the non-availability of suitable technical personnel. The problem was discussed at a meeting of the Eastern Zonal Council in 1957-58 and as a result the Government of West Bengal agreed to provide a suitable officer and other staff, about 60 in number, to take up survey operations. The total staff required including contingent personnel will be about 1,000, most of which will be recruited locally. An I.A.S. Officer has already joined as Settlement Officer and one local sub-deputy collector has been attached to him. A training centre for 'Amins' is being set up and in the meantime 10 'Amins' have been sent to Assam for training. Sanction has been accorded for the purchase of 7 imported theodolites for settlement operations. Meanwhile, certain State Governments have been approached to lend their theodolites for continuing the work which is likely to last for about seven years that is, up to the end of 1966 involving an expenditure of about Rs. 52 lakhs.

213. *The Committee would urge that this question should be viewed with a certain amount of urgency and completed earlier, if possible, in view of the delay that has already taken place in undertaking it. In fact, none of the land reforms proposed to be introduced would bear the desired results unless the survey and settlement work is expeditiously completed.*

#### **D. Educational Facilities**

214. Most of the educational institutions in the hilly areas of the Territory owe their existence to foreign missionary enterprise. There was, however, no missionary enterprise in the field of education in the valley areas of Manipur before India achieved Independence. With the departure of foreign missionary personnel, the schools opened by them are being continued by the local Christians. To meet the

needs of the tribal areas, a number of Government schools are being opened every year and the number of aided schools increased from 196 in 1952-53 to 313 in 1957-58 and of aided schools from 71 to 113 in the same period. The following table shows the progressive increase of educational facilities in the tribal areas of Manipur:—

Year	No. of Government Schools	No. of aided Schools	Total No. of Schools	No. of Students
1952-53	196	71	267	Not available
1953-54	222	85	307	12,325
1954-55	237	87	324	14,902
1955-56	249	78	327	16,394
1956-57	265	87	352	19,755
1957-58	313	113	426	Not available

215. The Ministry have, however, informed the Committee that no specific record of the educational institutions run by the missionaries and the nature of educational facilities provided by them has been maintained since the Administration has had no control over them. This position obtained even before integration. These institutions do not follow the curricula prescribed by the Administration and are interested more in the teaching of scriptures than in imparting general education. No control over missionary schools is exercised by the Education Department of the Administration and no financial assistance is being afforded by Government to such schools. There is no restriction on the opening of educational institutions by the recognised missions. During the last two or three years, the Roman Catholic Mission and Seventh Day Adventist Mission have opened schools both in the valley and hill areas, in addition to the schools previously started in the hill areas by the Baptist and North East India Missions. At present there are 241 private schools in the Territory which do not receive any financial assistance from the Administration.

216. *The Committee recommend that the Central Government should give more attention to educational problems of the Territory and provide the Administration with necessary funds to improve the existing Government schools (so that people are attracted to such schools) and to acquire as many of the private schools as possible.*

217. The Study Group of the Committee which visited Manipur noticed that most of the students belonged to poor families and that they had to come from long distances to pursue their studies. Hostel accommodation was very limited and the scholarships and freeships also were very few. *The Committee suggest that the Administration should make a survey of the accommodation and other facilities available to students in Manipur and take urgent steps to improve them, especially in areas which are not easily accessible.*

218. Most of the boys and girls in the tribal areas of Manipur have not even seen a railway train and it is natural that they should feel cut off from the rest of the country. For an emotional integration



with their brethren outside, it is necessary that at least the students are afforded special opportunities to visit the various important cities and places of historical interest in the country. *The Committee suggest that the Ministry of Education should earmark extra funds for frequent educational tours by teams of students from the remote areas of Manipur and other Union Territories similarly situated and that students from other parts of the country should also be encouraged to visit these areas.*

219. Further, there was a hostel for tribal boys studying in Imphal but there was no hostel for tribal girls. *The Committee would like the Ministry to consider the need sympathetically and provide necessary funds for providing a hostel for tribal girls studying at Imphal.*

#### E. Health Facilities

220. As in the field of education, so in that of health, a good number of hospitals and dispensaries in the Territory owe their existence to the initiative and enterprise of foreign missions. The Committee are informed that these are now being run by local trained persons and that none of them have been closed down. One mission hospital at Kangpoki with a leper asylum attached to it and one dispensary at old Churchandpur are still run by the foreign missions.

221. During the Second Plan period, four touring dispensaries in the hill areas and four mobile van dispensaries in the valley areas have been organised. The number of hospitals and dispensaries operating during the year 1957 was 63 as against 54 in 1956. Besides, there is a scheme to develop the existing Hospital at Imphal into a first class 250 bedded hospital at an estimated cost of Rs. 24 lakhs. The scheme has been approved by the Government of India and the Planning Commission and the detailed estimates of the work are under preparation by the Manipur P.W.D. The Hospital, when completed will also have Pathology, Radiology and Eye Departments.

222. The Ministry have also informed the Committee that there was a proposal to take over the Mission Hospital at Kangpoki. After careful consideration, it was decided that it be allowed to continue and, if necessary, to develop its leprosy wing further. The Central Government were also prepared to give financial assistance to the hospital on the lines normally available to non-proprietary leprosy institutions, run on non-profit basis without discrimination of caste, religion, etc., if the institution asked for it. The mission authorities, however, were not prepared to ask for any financial aid but offered to treat all leprosy patients to the extent of available facilities without any charge.

223. A Study Group of the Committee which visited the Civil Hospital, Imphal and held discussions with the Medical Superintendent-in-charge of the hospital came to know of several deficiencies in the administration of medical and public health services in the Territory in general and in the working of the hospital in particular. More important of these are as follows:—

- (i) The Civil Hospital was under the control of the Administration whereas all the dispensaries in the rural areas,

had been transferred to the Territorial Council. There were no well qualified doctors attached to these dispensaries and the existing staff could not add to their skill and knowledge by being allowed some opportunity to work in the main hospital and learn by the experience of qualified doctors there.

- (ii) There was not enough co-ordination between the dispensaries under the Territorial Council and the hospital under the Administration.
- (iii) The pay scales and conditions of service of staff were not satisfactory as compared to those prevailing in Assam and people were not, therefore, willing to serve in the area.
- (iv) The Civil Hospital, Imphal being the only full fledged hospital in the Territory, was very much overcrowded. The facilities for specialised medical treatment were very limited as it had no pathologist, anasthaetist and radiologist on its staff.
- (v) There was shortage of nurses in the Hospital and there were very few residential quarters for nurses with the result that several of them had to live in one room.
- (vi) The incidence of dental diseases, leprosy, and tuberculosis was fairly high.

224. The representative of the Ministry informed the Committee that necessary action was being taken to fill up the vacant posts in the hospital and that proposals for the creation of one post of pathologist and one of anasthaetist were under consideration. *The Committee would like to make the following suggestions in regard to medical and health facilities in the Territory:—*

- (i) *The Administration of medical services in the Territory should be so reorganised that the dispensaries under the Territorial Council should serve as feeders to the main hospital at Imphal without violating the control of the Administration or the Territorial Council over their respective institutions. Given a certain amount of understanding between the two, it should be possible to evolve a system whereby the patients requiring special treatment and attention might automatically stand referred to the main hospital. The doctors serving in the dispensaries should also get an opportunity to work in the main hospital for certain periods so that they might add to their experiences while there.*
- (ii) *The question of dearth of qualified doctors in the dispensaries under the Territorial Council should be looked into carefully and some more staff provided to it.*
- (iii) *The pay scales of medical staff should be suitably revised and conditions of service regulated under the Central Health Scheme expeditiously.*

- (iv) *The scheme to set up a Nursing Home at Imphal should be executed early.*
- (v) *A proper house to house survey should be undertaken as a first requisite for ascertaining the exact incidence of tuberculosis, leprosy and V. D. in the Territory.*
- (vi) *In the tuberculosis clinic attached to the Civil Hospital, Imphal, there should be a full time T. B. specialist to attend to T.B. patients.*
- (vii) *An Advisory Committee consisting of non-officials should be appointed to assist the Medical Superintendent in the discharge of his duties.*
- (viii) *The Medical Superintendent should be assisted by a non-medical man, for attending to the administrative functions to enable the former to devote major portion of his time and energy to professional work.*
- (ix) *The vacancies in the Hospital should be filled up.*
- (x) *In regard to family planning work, in addition to the distribution of contraceptives and rendering advice as done at present, proper records should also be maintained to see how far the measures taken are proving successful.*

#### F. Communications

225. The greatest single factor hindering the progress of the Territory is the lack of suitable means of communications. There are no railways and the only land connection between Manipur and the rest of India is the Imphal-Dimapur road which connects Imphal with the railhead of Dimapur, 134 miles to the North. This road passes through hill tracks of the Naga Hills District of Assam and the traffic is liable to interruption especially during the rainy season when even the Imphal-Calcutta air service is also often interrupted. Road communication within the Territory, particularly in the hilly tracts, is also far from satisfactory. Almost all the important hill areas are yet to be connected with Imphal and one another by good roads. Due to difficult communications, imported articles cost more when they reach the consuming centres in the interior and local products fetch less on account of their distance from marketing centres. The maintenance of law and order in the State and the security of the border also require that road communications should be opened to connect Manipur with other parts of India.

##### (a) *Provision in the Five Year Plans*

226. The amount allotted for the development of roads in the Territory in the First Plan was Rs. 81.3 lakhs of which an amount of Rs. 25 lakhs was meant for the Kangpoki-Tamenglong Road and the rest for other State roads. The total expenditure on road construction up to the end of 1955-56 was Rs. 55.3 lakhs of which the Tamenglong Road accounted for Rs. 21.62 lakhs. *It is a pity that there should have been such a heavy shortfall under this head, when*

*good means of communications are the crying need of the area.* In the Second Plan, an amount of Rs. 190 lakhs has been allotted for construction of roads. One of the most important schemes to be undertaken in this Plan is the construction of the New Cachar road—135 miles in length—into a motorable road as a second link to connect Manipur with other parts of India. An amount of Rs. 99 lakhs has been allocated for this project.

227. The Study Group of the Committee learnt during their discussion with the Chief Commissioner, Manipur that the progress of road construction programme was held up due to shortage of technical personnel. *The Committee suggest that the Ministry should take up the question of shortage of technical personnel with the concerned Ministries and ensure that the Administration is provided with all the resources, personnel and equipment required to execute the schemes. Good communications are the main need of Manipur and the question needs to be accorded a very high priority, if other development schemes are to bear fruit. The Committee would, therefore, emphasise once again that vigorous measures should be taken to ensure that full targets are achieved within the Plan period and no shortfalls in financial and physical targets are allowed to occur for any reasons whatsoever.*

228. Of the five sub-divisions in the Territory, two are already connected by road with Imphal and it is proposed to connect the other two within the Second Plan period. *The Committee suggest that the question of inter-connecting these sub-divisions with one another may also be investigated and a phased programme should be chalked out and finalised as soon as possible so that the same might be taken up in the Third Plan.*

(b) *Imphal-Dimapur Rail link*

229. The Chief Commissioner, Manipur informed the Study Group of the Committee that the question of connecting Imphal with Dimapur by rail had arisen several times but no plan had been prepared in this regard. *The Committee recommend that the feasibility of establishing this link should be examined by the Ministry of Home Affairs in consultation with the Ministry of Railways with a view to see whether the project can be taken up for execution in the Third Plan. In the meantime the existing road link between Imphal and Dimapur should be suitably strengthened so that the route remains open throughout the year.*

(c) *Air link between Calcutta and Imphal*

230. At present the air link between Calcutta and Imphal is the only short and quick means of reaching Manipur. The representative of the Ministry informed the Committee that students travelling by air on this route were allowed a concession of 25 per cent. on one way fare while travelling between their place of study and their home towns and also for going on excursions, sight-seeing and educational tours. No concession was given to others as the service was being run at a loss. *The Committee recommend that on account of the weather conditions*

*in the area, the safety and security of the people travelling by this service should be given greater attention particularly in regard to the type of aircraft in operation. The question of providing subsidised services on this route for students and tourists should also be re-examined by the Ministry of Transport and Communications. Further, the Committee understand that some private companies are prepared to operate on this route. They, therefore, suggest that the question of allowing the private companies to do so might be carefully considered, if the Government is not in a position to increase the existing facilities.*

## G. Cottage Industries and Co-operatives

### (a) Handloom Industry

231. Manipur does not have any big industry nor is there much scope for it at least in the near future. There is, however, good scope to develop cottage industries, particularly the handloom industry, which is already giving employment to about 3 lakhs of the population. Practically every home has got a loom and the handloom products show a high artistic skill and they command a good market. There is, however, need to organise the supply of yarn and the marketing of the products on a co-operative basis so as to prevent exploitation by middlemen.

232. The Chief Commissioner informed the Study Group of the Committee that one of the main hurdles in developing cottage industries in the Territory was that they were tied up to several boards viz., the Silk Board, the Handloom Board, the Khadi and Village Industries Commission etc. for getting grants. The representatives of the Ministry informed the Committee that provisions were now made in the budget of the Administration itself except where assistance was provided for by the Khadi and Village Industries Commission. A decision was also recently taken to dispense with the administrative approval of the Ministry in this connection. *The Committee hope that the revised procedure would help in removing the difficulties pointed out by the Chief Commissioner of the Territory. The Committee suggest the following additional measures to improve and encourage the cottage industries in the Territory:—*

- (i) *The Central Government should take energetic steps to channelise the purchase and disposal of products of cottage industries through co-operatives instead of leaving it to the middlemen who manage to secure most of the profits which should really go to the producers.*
- (ii) *The introduction of better types of looms to encourage the growth of the handloom industry should receive urgent attention and concrete steps should be taken to modernise the industry.*
- (iii) *Other modern methods of processing the yarn and producing varied patterns of cloth may also be popularised.*
- (iv) *The proposal to set up an emporium at Calcutta should be pursued vigorously.*

- (v) *The question of having separate sections for Manipuri products in the various agencies of the All India Handloom Board, All India Handicrafts Board, Khadi and Village Industries Commission and the Government emporia at different places both inside the country and in foreign countries might be examined.*

(b) *Co-operatives*

233. The Ministry have informed the Committee that no separate scheme in respect of development of co-operative societies was introduced in the First Five Year Plan of the Administration. A scheme costing Rs. 12·9 lakhs was, however, incorporated in the Second Five Year Plan for the organisation of the following —

- (i) One Apex Bank
- (ii) One Apex Marketing Society
- (iii) One Primary Marketing Society
- (iv) 25 large sized societies
- (v) One land Mortgage Bank.

234. Towards the commencement of the Second Plan, there were 20 Agriculture Credit Societies most of which were financially weak. Since the commencement of the Second Plan, the Apex Bank, the Apex Marketing Society, the Primary Marketing Society and 12 out of 25 large sized societies contemplated in the Plan have been set up. Financial assistance to the extent of Rs. 3·05 lakhs has been made available to the societies organised so far.

235. During the course of evidence, the representatives of the Ministry informed the Committee that out of the provision of Rs. 12·9 lakhs made in the Second Plan for Manipur for the development of co-operatives, Rs. 6·3 lakhs had already been spent in the first three years of the Plan. The Administration of Manipur had asked for a loan of Rs. 10 lakhs from the Reserve Bank of India to meet the credit needs of the Co-operative Societies. The Reserve Bank wanted a guarantee from the Central Government which was recommended and the matter was under consideration of the Finance Ministry. *The Committee suggest that the question should be finalised without delay and the necessary sanction issued. The Committee are of the view that in a State where the two main occupations of the people are agriculture and handloom industry, there is a very great future for the development of co-operative societies, if properly handled. This will not only raise the production but would also augment the internal resources of revenue of the State substantially. The Committee, therefore, suggest that special attention should continue to be paid to the development of co-operatives in the Territory.*

## H. Tribal Welfare

(a) *Expenditure incurred*

236. Under Article 275(1) of the Constitution, the Central Government allotted a sum of Rs. 36·73 lakhs for the welfare of the Scheduled Tribes for the period 1952-53 to 1955-56 and the estimated

expenditure by the end of 1955-56 was Rs. 27.70 lakhs. In the Second Plan, an amount of Rs. 66.25 lakhs has been allotted under the State Plan and Rs. 41.28 lakhs under centrally sponsored schemes for tribal welfare.

237. The yearly allotments for tribal welfare under the Second Plan in the budget of the Territory and the actual expenditure incurred are as follows:—

Year	Allotment	(Rs. in lakhs) Actual Expenditure
1956-57	12.97	11.34
1957-58	19.40	12.52
1958-59	17.57	17.57

*The Committee observe that although there was increased allocation in 1957-58 as compared to the previous year, the expenditure did not show any appreciable increase. The Committee, therefore, apprehend that at this rate it may not be possible to utilise the entire amount of Rs. 66.25 lakhs. They suggest that the Ministry should look into the matter and take suitable steps to accelerate the pace of progress. Under centrally sponsored schemes, an expenditure of Rs. 6.02 lakhs was incurred in 1957-58 while no expenditure was incurred in the previous year. In regard to such schemes, the Ministry have a special responsibility to see that these are fully implemented; otherwise the very purpose of instituting them would be defeated. The Ministry should, therefore, specially look into the working of such schemes.*

(b) *Adamjati Technical Institute*

238. The Committee have been informed that a technical institute known as Adamjati Technical Institute was set up in 1956 exclusively for the tribals in Manipur. Apart from it, there are three carpentry training centres and six weaving training centres in the hill areas which are also meant for the tribals.

239. A Study Group of the Committee which visited the Institute were informed that it was started by the Bharatiya Adamjati Sevak Sangh and was now functioning under the auspices of the Adamjati Shiksha Ashram, Imphal. The Institute provides training facilities in weaving, civil engineering and overseer's courses. Classes in mechanical and electrical engineering are also proposed to be started in 1959. The trainees are given free tuition, board and lodging and the entire expenditure is borne by the Government of India under tribal welfare schemes. At present 46 trainees are undergoing training in overseer's course (3 years) and 30 in weaving course (2 years). The recurring and non-recurring expenditure of the Institute during the year 1957-58 and budget estimates for 1958-59 are stated to be as under:—

	1957-58 Rs.	1958-59 (B.E.) Rs.
Recurring	69,555	1,34,000
Non-recurring	96,260	1,08,870
	<hr/> 1,65,815 <hr/>	<hr/> 2,42,870 <hr/>

240. *While appreciating the activities of the Institute, the Committee feel that with a budget of about 2½ lakhs, the Institute should endeavour to admit more students for training than it is able to do at present.*

(c) *Adamjati Shiksha Ashram*

241. The Study Group of the Committee were informed that the activities of the Adamjati Shiksha Ashram were directed towards propagating Gandhian ideals among the tribals and to that end it had undertaken such activities as Gandhi Tatwa Prachar, Sarvodaya Library and distribution of Gandhian literature. At present it had two branches where weaving on improved types of looms is taught and short courses in Ambar Charkha arranged for tribal boys and girls. Both the branches have hostels for boys and girls which are managed by the workers of the Ashram.

242. *The Committee appreciate the activities undertaken by such non-official bodies for the emotional integration of the tribals with the people in other parts of the country and they would like the Ministry to give encouragement to such organisations. They hope that the Ashram would be able to extend its activities to the remote areas of the Territory.*

(d) *Industrial Training Institute*

243. The Committee have also been informed that a proposal to set up an Industrial Training Institute in Manipur was sanctioned by the Ministry of Labour and Employment in 1957 at an estimated cost of Rs. 6,93,000 to provide training in different trades to candidates from all communities. Subsequently, another proposal to merge the new Institute with the existing Adamjati Institute was mooted but dropped after careful consideration and it was decided to have a separate building for the new Institute at an estimated cost of Rs. 5,15,000. This building is expected to be completed in November, 1959, by which time all the necessary staff and equipment would also become available.

244. *The Committee hope that the target date will be adhered to and that the Institute would be able to cater adequately to the needs of the Territory for skilled personnel in various trades.*

## I. Miscellaneous

(a) *Manipur Rifles*

245. A Study Group of the Committee which visited Manipur in October, 1958 were informed that the strength of Manipur rifles was at present 400 but this was considered inadequate and the Central Government were requested to increase it to 650. *Considering the strategic importance of the area, the Committee suggest that the proposal may be examined and finalised early.*

(b) *Porter Corps*

246. The Committee understand that in order to help in the movement of officers and materials in the hill areas. the Maninur Administra-



tion submitted to the Ministry of Home Affairs in September, 1958 a scheme for raising the strength of the registered porters from 14 to 150 and for the grant of certain facilities and remuneration. *While appreciating the need of such a Porter Corps in view of the difficult terrain and lack of suitable means of communications, the Committee are of the view that the proposed increase in the strength is very much on the high side and suggest that the scheme should be carefully scrutinised and the proposed number substantially reduced.*

(c) *Tourist Facilities*

247. Manipur abounds in natural scenery and climatically also is an ideal spot for tourists. There is, therefore, much scope for developing some of the selected places as tourist centres. The representative of the Ministry informed the Committee that in the Second Five Year Plan of Manipur there was a provision of Rs. 2·22 lakhs for encouraging tourism. The schemes included construction of a Guest House at Imphal, construction of Dak Bungalows at Ukhrul and Churhandpur, near Imphal, development of Loktak Lake including provision of boats, maintenance of game, gardens and boatmen and rest house at Moirang, construction of a building for the tourist bureau at Imphal and appointment of two tourist guides.

248 *The Committee suggest that the above mentioned schemes of developing certain beautiful spots and the facilities for the tourists should be pursued more vigorously.*

(d) *Cultural heritage of Manipur*

249. *The Manipur dance preserves in its pristine purity the cult of Radhakrishna Bhakti with vigour and liveliness and requires to be specially fostered and popularised as one of the main schools of dance. In this connection, therefore, the Committee would like to invite attention to the following recommendation made by them in para 15 of their 5th Report (Second Lok Sabha) on the Ministry of Education:—*

“The Committee observe that as the Manipur College of Dance is a national institution for teaching highly advanced courses of Manipur Dance, people from outside the town would also come to Manipur and it is, therefore, necessary to have not only suitable accommodation for the college but also some hostel accommodation.”

## VI. TRIPURA

### A. Historical Background

250. Tripura was annexed by the Moghuls in 1733, but it remained under its own line of rulers. When the East India Company obtained the *diwani* in 1765, they placed a Rajah on the throne, and since 1808, each successive ruler received investiture from the British Government. Tripura merged with India in October, 1949 and like Manipur, became a Part C State in January, 1950. It had a Council of Advisers under the Government of Part C States Act and was constituted into a Union Territory in November, 1956. A Territorial Council was also set up under the Territorial Councils Act, 1956.

251. Tripura lies to the South-West of Assam and comprises of six parallel ranges of hills running from North to South, at an average distance of 12 miles apart. It has an area of 4,116 sq. miles and a population of 639,029 out of which the population of Scheduled Tribes is 1,92,293 according to 1951 census. Upto the end of the year 1957, the number of displaced persons in the Territory was 3,74,000. Tripura's frontier with Pakistan runs to about 720 miles on the North-West, West, South and South-East. Its opening with India runs to about 180 miles. There are many aboriginal races in Tripura among whom mention may be made of Chakmas, Riangs, Tipras, Kukis, Mags etc.

### B. Administrative set up

252. The administrative set up of the Territory is characterised by the existence of three seats of authorities, viz., the Administration, the Territorial Council and the Directorate of Relief and Rehabilitation, each of which concurrently administers certain services of a similar nature. The existence of the first two is inherent in the present set up, whereas the third one has been necessitated by the influx of refugees from East Pakistan for administering relief measures by the Ministry of Rehabilitation. The last authority by its very nature is, however, temporary and has got to be wound up sooner or later.

253. During the course of oral evidence, the representative of the Ministry stated that it had been decided to transfer progressively to the Territorial Council, the institutions run by the Rehabilitation Department. *The Committee suggest that a phased programme should be chalked out for the handing over of the institutions run by the Directorate of Relief and Rehabilitation to the proper authorities viz., the Administration or the Territorial Council, without any dislocation of work. Pending this, there should be a closer co-ordination between the three authorities so that the public may fully benefit by the services offered by each. The Committee further suggest that the Ministry of Home Affairs should convene a Conference of the three*

views of authorities and the other Central Ministries concerned, preferably under the aegis of the Advisory Committee, to thrash out the difficulties and eliminate the duplication of efforts and wasteful expenditure.

254. The Committee also understand that proposals regarding the reorganisation of the administration of Tripura are under the active consideration of the Ministry of Home Affairs. *The Committee suggest that the Ministry, while finalising the reorganisation proposals, should carefully assess the workload of each department and suggest necessary reduction of staff in the Secretariat in view of the transfer of good portion of work to the Territorial Council. The Committee are of the view that it should be possible to effect substantial economies in the general administration of the Territory due to the transfer of several functions to the Territorial Council.*

### C. First and Second Five Year Plans

255. A statement showing the First Plan provisions and achievements under different heads, the allocations in the Second Plan and the achievements during the years 1956-57 and 1957-58 is given in Appendix XVIII. The Committee regret to observe from this statement that out of a total provision of Rs. 226·8 lakhs in the First Plan, the actual expenditure incurred was only Rs. 118·06 lakhs i.e. about 52%. Under centrally sponsored schemes, out of Rs. 56·19 lakhs, Rs. 40·67 lakhs only could be expended. The shortfalls were mainly in the fields of agriculture, roads, medical services and education where the need of the people was the greatest. In the field of minor irrigation, no work could be undertaken at all for want of an Irrigation Engineer. In other cases the shortfalls were due to delays in sanctions, lack of technical personnel, delay in the starting of work etc.

256. In the Second Plan, a sum of Rs. 846·55 lakhs has been provided. The expenditure incurred in the first two years and the outlay for 1958-59 and 1959-60 is as follows:—

	<i>Expenditure</i> (Rs. in lakhs)
1956-57	97·67
1957-58	181·33
1958-59	241·32 (Revised estimates)
1959-60	204·82 (Outlay as approved by the Planning Commission)

### D. Communications

257. Tripura is bounded on three sides by East Pakistan. Before partition the communications to the various sub-divisional headquarters, most of which are situated near the Indo-Pakistan border, were through a railway line which now falls within the territory of Pakistan. As a result of partition, Tripura was, therefore, cut off completely from the Indian Union. It had only one connection with the rest of India and that too by air from Calcutta to Agartala which is

beyond an ordinary man's reach. The need for development of an internal road communication system was, therefore, keenly felt, and an ambitious road programme was drawn up under the First Five Year Plan which included construction and improvement of major district roads and construction of village roads.

(a) *Plan Provisions*

258. *The Committee are sorry to note that out of a provision of Rs. 128 lakhs in the First Plan for development of roads, Rs. 62.62 lakhs only could be spent. The reasons for this are stated to be shortage of technical personnel, road building materials, labour etc. The Committee, however, understand that the Second Plan provision of Rs. 304 lakhs for the construction of roads has already been exhausted in the first three years. The Committee, therefore, recommend that the question of allotting some more funds for the purpose should be taken up by the Ministries of Home Affairs and Transport with the Planning Commission, as the Territory is still backward in communications and it is necessary that this deficiency is overcome as early as possible.*

(b) *Agartala-Assam Road*

259. A major project undertaken in the Territory is the construction of an all-weather road connecting Agartala, the Capital town of Tripura with Assam and the rest of India. The project involves construction of an all-weather road for a distance of 124 miles, from Agartala to Churaibari. The construction was initially started in 1948 directly by the Central Government. The first phase of the work of making it a fair-weather road was completed towards the end of 1954-55. The second phase of work involving provision of permanent bridges over the three rivers Khowai, Mani and Deo and the work relating to the widening, metalling and black-topping of the road was taken up in 1955-56. The construction of permanent bridges was completed in July, 1958. The improvement work has also reached an advanced stage of progress and is expected to be completed towards the end of 1958-59. The progress of expenditure incurred so far on this project as against the total estimated cost of Rs. 160.65 lakhs is as follows:—

	(Rs. in lakhs)
In the First Plan period	13.26
In the first two years of Second Plan	98.72
In the current financial year (1958-59)	44.00
	<hr/> 155.98

260. The Study Group of the Committee which visited Tripura were informed by the Chief Commissioner that a portion of six miles of this road lying within the Territory of Assam was in a very bad condition with the result that communications were totally interrupted

in bad weather. *The Committee would like the Ministry of Transport to take up the question of improving the six mile portion of this road within the Territory of Assam with a view to see that this portion is also brought to the standard of the rest of the road.*

261. *The Committee further suggest that the feasibility of linking up the Agartala-Assam road with the existing national highway and declaring it as a national highway should be examined so that Tripura may find its place on the national highway map of the country.*

262. In regard to the question of connecting sub-divisional towns with Agartala, the Committee were informed that of the ten sub-divisions in the Territory, two are already connected and six more will be connected during the current Plan. *The Committee suggest that a comprehensive phased plan should be prepared for connecting the remaining two sub-divisional towns with Agartala and also for inter-connecting the various sub-divisional towns among themselves for inclusion in the Third Plan.*

#### (c) Rail link with Assam

263. The nearest rail-head from Agartala is at a distance of 140 miles in the State of Assam. The Committee are informed that the railway link between Dharmnagar and Patherkandi has been approved by the Planning Commission and that the survey is being undertaken during the current Plan. *The Committee recommend that the project should be given a high priority in the Third Plan and attempts made to complete it as early as possible.*

### E. Land Reforms, Survey and Settlement

#### (a) Survey and Settlement

264. Tripura is administered as a single district with 10 sub-divisions. There were no proper survey and settlement records and accordingly a scheme for survey and settlement work was sanctioned in 1957 at an estimated cost of Rs. 133.77 lakhs to be completed within a period of 10 years. It was subsequently felt that this was too long a period for such an essential project and orders were, therefore, issued late in 1958 for the completion of the entire work in five years.

265. *The Committee suggest that the Ministry should ensure that the survey and settlement work in the Territory is completed within the revised time limit of five years and to that end all the equipment and personnel required by the Administration is provided well in time. The progress made in this work should be reviewed every year and indicated in the annual reports of the Ministry.*

#### (b) Land Reforms

266. The Ministry have informed the Committee that at present, tenancies in the Territory are regulated by the Landlord-Tenant Law

of Tripura which provides for fixity of tenure of ryots as well as under-ryots. Crop sharers are, however, protected. Comprehensive legislative proposals for the acquiring of estates and introduction of land reforms are being formulated. The proposed Tripura Estates Acquisition and Land Reforms Bill will provide for abolition of intermediaries, tenancy reforms, ceilings on existing and future acquisitions and prevention of fragmentation.

267. The representative of the Ministry informed the Committee that the proposed Bill was circulated for eliciting public opinion and it was expected that the Bill would be finalised by the end of 1959. *The Committee suggest that special efforts be made to expedite the enactment of this Bill.*

#### F. Medical and Public Health

##### (a) Existing facilities

268. Before integration, Tripura had only one hospital (with 46 beds) and 22 Allopathic, 6 Homoeopathic and 1 Ayurvedic Dispensaries. In the First Plan, an allocation of Rs. 28·20 lakhs under State Plan and Rs. 12·32 lakhs under centrally sponsored schemes was made for medical and public health services of which Rs. 15·12 lakhs and Rs. 11·42 lakhs respectively could be spent. At the end of the First Plan there were 5 hospitals, 70 static and 5 mobile dispensaries and 219 hospital beds throughout the Territory. With a view to further expanding these facilities, a total provision of Rs. 104·53 lakhs has been made in the Second Plan. The expenditure incurred in the first two years of the Plan is Rs. 16·75 lakhs.

269. Due to the heavy influx of refugees, the medical facilities available in the Territory became totally inadequate and it has, therefore, been decided to construct a new 250 bedded modern hospital in the suburb of Agartala. The Committee are informed that the work has already commenced and is expected to be completed according to schedule.

270. During their visit to Tripura, the Study Group of the Committee learnt that the administrative responsibilities in the field of medical services and public health in the Territory were shared by three bodies viz. the Administration, the Territorial Council and the Directorate of Relief and Rehabilitation. While all hospitals and dispensaries, excepting the V.M. Hospital at Agartala which had been retained by the Administration, had been transferred to the Territorial Council, the Relief and Rehabilitation Department was also running certain dispensaries independently of the Territorial Council and the local administration. The V.M. Hospital and the malaria, family planning and B.C.G. units were under the Administration. It was complained that multiplicity of authorities and lack of co-ordination between them was a very unsatisfactory feature of the Tripura

271. *The Committee are of the view that the present arrangements for medical and public health services in the Territory are satisfactory neither to the tax payer nor to the persons requiring medical aid. They suggest that the whole set up should be so organised that it functions as an organic whole regardless of the fact that some medical institutions work under the Administration while others work under the Territorial Council. The specialised facilities available in the main hospital should be freely available to all persons and the dispensaries under the Territorial Council should be authorised to refer deserving cases to the same.*

272. *In this connection, the Committee note that the decision to have a combined cadre for medical services in the Territory is a step in the right direction. Further, the Committee would suggest that the question of handing over the dispensaries at present being run by the Directorate of Relief and Rehabilitation to the Territorial Council, in due course, may be kept in view and implemented as early as possible without causing any dislocation of work..*

(b) *V.M. Hospital, Agartala*

273. *The Study Group of the Committee which visited the V.M. Hospital, Agartala in October, 1958 and discussed the various problems of the Hospital with the Medical Superintendent noticed the following features:—*

- (i) *incidence of rabies, gastro enteritis and malaria was high;*
- (ii) *the Medical Superintendent who was the administrative as well as the professional head of the Hospital, had to devote considerable portion of his time to administrative work. Roughly, 60% of his time was spent in administrative work and 40% only in professional work;*
- (iii) *out of seven sanctioned posts of specialists for the Hospital, only two were working at present;*
- (iv) *an Advisory Committee consisting of non-officials had been constituted but had ceased to function;*
- (v) *no register was being maintained to watch the expenditure on in-patients and out-patients;*
- (vi) *the Nurses' Training School which was recently started for training auxiliary nurses-cum-midwives was capable of training more nurses than it was doing at present, if it was given more staff; and*
- (vii) *in order to attract ladies from Scheduled Castes and Scheduled Tribes to the nursing profession, more publicity was needed.*

274. *The Committee would like to make the following suggestions in this connection:—*

- (i) *A systematic destruction of stray dogs might be carried*

*cases. In regard to malaria and gastro-enteritis, sustained efforts should be made by the medical authorities to eradicate these diseases and the Central Ministry of Health as well as the local administration should provide necessary staff and equipment needed for the purpose.*

- (ii) The Medical Superintendent should devote most of his time to professional work. He may be assisted by a non-medical man in the discharge of his routine administrative functions.*
- (iii) The posts of specialists lying vacant in the hospital should be filled up from the Central Health Cadre as early as possible.*
- (iv) The Advisory Committee to the Hospital may be revived.*
- (v) A register may be kept for watching the expenditure on in-patients and out-patients separately. The average cost per in-patient and out-patient separately should be included in the annual reports.*
- (vi) The question of training more nurses in the Nurses' Training School and providing extra staff needed for the purpose should be examined.*
- (vii) in order to attract ladies from Scheduled Castes and Scheduled Tribes to the nursing profession more publicity might be given in tribal languages and personal contacts made with the tribal people. Attempts should be made to impart nurses' training in tribal languages also.*

#### **G. Cottage Industries and Co-operatives**

275. There is great opportunity and scope for the development of cottage and small scale industries in Tripura, as it has sufficient raw materials and is known for its ancient arts and crafts, tribal workmanship in handloom weaving and bamboo and cane works. During the First Five Year Plan, three Industrial Institutes were set up at Agartala, Kailasahar and Bagafa to provide technical guidance and training to students. Three training-cum-production centres were opened at Amarpur, Dhumacherra and Kamalpur for imparting training in different trades to the tribal people. For remote areas six peripatetic training parties were organised. One sales emporium was opened at Agartala to enable producers to sell their products profitably. To provide marketing facilities for the products of handloom weavers another sales emporium was opened under the Handloom Development Scheme. Financial assistance amounting to Rs. 89,200 in the form of loan was also given to small industrial units.

276. A composite scheme for the establishment of a Home at Abhoynagar for able-bodied young women who came as refugees



from Pakistan was sanctioned in June, 1953 with facilities for vocational and technical training. This scheme was started from 1st June, 1953 and has since been continuing. About 502 women have already been trained and 119 are undergoing training at present.

277. During the Second Plan period, development activities in different spheres of small scale and cottage industries have been undertaken by the Directorate of Industries.

278. In the field of co-operatives, the organisation of the Co-operative Department was started during the First Plan. There was no Co-operative Society in Tripura during the pre-Plan period. At the end of the First Plan period, there were 136 Co-operative Societies and this number has since increased to 429. The difficulty with regard to the supply of agricultural credit was surmounted by setting up of the State Co-operative Bank and the loan programme is reported to be progressing quite satisfactorily. Agricultural loans issued during the period 1957-58 amounted to Rs. 5 lakhs. There are 42 Weavers' Co-operative Societies with a total membership of 3,000. The total loan advanced to these Societies is about Rs. 39,000. The members produced articles worth about Rs. 1.2 lakhs per year. In the Second Five Year Plan six schemes were included, of which two are specially meant for the benefit of the tribals. *The Committee while appreciating the progress made, suggest that a comprehensive phased scheme may be chalked out to develop the small scale Industries through a network of co-operatives by providing technical guidance, financial assistance and marketing facilities to the artisans with a view to modernising and expanding the field of cottage and small scale industries.*

279. *Further the Committee would like to suggest the following steps to improve the living conditions of trainees in Abhoynagar Home and Industrial and Vocational Training Centre:—*

- (i) *Efforts should be made to bring down the cost of articles produced in the Centre so that they may get a ready market.*
- (ii) *Apart from vocational training and lessons in social education, the authorities incharge of the Centre should take steps to inculcate among the unattached ladies, the qualities of self reliance and self help by inviting prominent lady social workers to talk to them and by organising cultural programmes such as bhajans, kirtans etc.*
- (iii) *Freeships and scholarships should be given to ladies who want to pursue their studies further.*

## H. Miscellaneous

### (a) Education

280. The Study Group of the Committee which visited Tripura were informed that considerable progress was made in all the fields

of education in the Territory. The percentage of literacy was now somewhere near 25 as compared to 1951 figure of 18%. The percentage of girl students as compared to boys was, however, only 25. A major organisational change resulted with the inauguration of the Tripura Territorial Council in that all primary and secondary schools except five senior basic schools were transferred to the Territorial Council. Besides, the Directorate of Relief and Rehabilitation was also running directly a number of schools providing regular educational facilities to the children of the displaced families. In the field of technical education a Polytechnic Institute with diploma courses in Civil, Electrical and Mechanical Engineering was started in 1958 and 60 students were admitted, to begin with.

281. *The Committee feel that there is no justification for the continuance of three sets of administrative authorities, viz., the Administration, the Territorial Council and the Directorate of Relief and Rehabilitation in the educational field in a small Territory like Tripura. In the interest of maintaining efficiency and high educational standards it is imperative that multiplicity of authorities in charge of the subject is avoided. The Committee, therefore, suggest that all schools upto secondary stage run by the Directorate of Relief and Rehabilitation should be gradually transferred to the Territorial Council. Further, there does not appear to be any justification now for the continuance of a full-fledged Directorate of Education under the Administration.*

282. *The music of Tripura has an appeal and a charm which is unrivalled. The Sangeet Natak Akademi might consider as to how further encouragement could be given to this art.*

#### (b) Local Self-governing Institutions

283. The Committee understand that there are no Gram Panchayats in existence at present in the Territory but it was proposed to set up Gram Panchayats and that a draft bill in that connection had already been sent to the Law Ministry. There was also a proposal to set up Town Area Committees in small towns. *The Committee suggest that the proposed legislation for setting up Gram Panchayats should be finalised early and that Town Area Committees should also be set up in small towns as early as possible.*

#### (c) Agriculture

284. The Study Group of the Committee which visited Tripura were informed by the Chief Commissioner that the Territory was not self-sufficient in food and that 5 lakh maunds of rice was imported annually. This was sold to the people at a rate subsidised by the Government to the extent of Rs. 4 per maund. *The Committee suggest that since Tripura is chiefly a rice growing area, intensive efforts should be made to increase the acreage of paddy cultivation and to popularise the Japanese method of cultivation to increase the yield.*

(d) *Colonization and settlement of Jhumia Families*

285. The tribal population in Tripura engaged in Jhum i.e. shifting cultivation is estimated at one lakh five thousand consisting of 21,000 families. 7,414 families have been settled so far at a cost of Rs. 37,75,726 and the target to be achieved in the Second Plan is the settlement of 12,000 families, for which a sum of Rs. 64·56 lakhs has been provided. *The Committee consider the progress not very satisfactory and suggest that a phased programme should be laid down for colonisation and settlement of the entire Jhumia population during the course of the Third Plan period.*

(e) *Low Income Group Housing Scheme*

286. The Committee have been informed that upto the end of August, 1958, Tripura Administration sanctioned loans to third parties under the Low Income Group Housing Scheme for construction of 50 houses, out of which 30 have already been completed and the remaining 20 are under construction. For the Second Plan period a provision of Rs. 3·40 lakhs has been made. *The Committee feel that the progress in this direction has been very slow and suggest that better attention be paid to this problem and that more houses be constructed at a cheaper cost by utilising mostly the materials locally available.*

## VII. ANDAMAN & NICOBAR ISLANDS

### A. Introductory

287. With the coming into force of the Constitution in January 1950, the Andaman and Nicobar Islands acquired the status of a part 'D' State. The President retained the power to make regulations for the Islands. As a result of the reorganisation of States, the Islands were constituted into a Union Territory with effect from the 1st November, 1956. The Andaman Islands lie in the Bay of Bengal, 780 miles from Calcutta and 740 miles from Madras. There are some 204 islets and their area is about 2,500 square miles. The Nicobar Islands are situated to the South of Andamans. These are a cluster of 7 large and 12 small islands with a total area of 636 square miles and a population of 12,009 according to 1951 census. The present population of all these 223 islands is 39,000 out of which more than 13,000 are aboriginals. The headquarters of the Administration is at Port Blair.

### B. Progress under the Five Year Plans

#### (a) *First Plan*

288. There was no integrated First Five Year Plan of the Islands. Only two important schemes were envisaged—the colonisation scheme and the roads scheme. Of the former, only one-third was executed and of the latter only survey was partly done. The colonisation programme was approved by the Cabinet in January, 1952 but due to various handicaps, field operations were actually taken in hand only in April, 1953. Under the roads scheme, construction of about 83 miles of new roads was approved of which 49 miles of roads were surveyed and work completed on only one mile of road. The actual expenditure on construction of new roads was Rs. 0·80 lakhs as against the Plan provision of Rs. 65·03 lakhs. Ninety miles of existing roads were also surfaced. Against a target of Rs. 32 lakhs for improvement of existing roads, the amount actually spent during the First Plan period was Rs. 16·44 lakhs.

289. The Committee are informed that the reasons for slow progress of road construction work in the Islands were as follows:—

(i) Shortage of technical personnel and equipment, lack of transport facilities required for movement of men and materials.

(ii) Shortage of labour which could not be imported from the mainland for want of transport facilities and lack of

reliable and experienced contractors. The few people who are working as contractors are new to the line with poor knowledge and resources.

It has been stated that due to the inadequate manpower available in the Islands, mechanisation of construction works, particularly of road construction, is the only means to accelerate the progress. *The Committee regret to note that steps were not taken in time to overcome these difficulties and that a major portion of the allocations made for road schemes in the First Plan had to be surrendered. The Committee suggest that the Ministry should take up the question of mechanisation of road construction work with the Ministry of Transport and Communications so that proper plans are drawn up in this regard and the necessary equipment, machinery and staff is provided to the Administration for accelerating the tempo of work. In this connection, the Committee would like to draw attention to para 38 of their 59th Report (First Lok Sabha) which reads as follows:—*

“The Committee regret to observe that lack of an overall survey of the Islands has been responsible for slow progress of road construction work there. They feel that a detailed and overall geographical survey of the islands is a pre-requisite and therefore recommend that the Government should carry out this job very expeditiously before any major plans of colonisation and settlement can be given practical shape. The Committee hope that once this is done, the islands will be well served with good roads and will attract settlers.”

#### (b) *Second Plan*

290. The Second Plan of the Andaman and Nicobar Islands was finalised in 1956-57 with a total outlay of Rs. 605.00 lakhs. Besides this, a sum of Rs. 16.00 lakhs is to be provided by the Ministry of Works, Housing and Supply for the implementation of the Low Income Group Housing Scheme.

291. The progress of expenditure in the first two years of the Second Plan was again very poor as may be seen from the following table:—

Year	Provision	(Rs. in lakhs)	
		Actual Expenditure	% of Expenditure to provision.
1956-57	89.20	25.72	28.83
1957-58	217.71	66.77	30.67

The revised estimates for 1958-59 and budget estimates for 1959-60 provide for an expenditure of Rs. 102.51 lakhs and Rs. 188.63 lakhs respectively during these years.

292. The Committee are informed that the progress of the Plan has been seriously impeded from the very beginning owing to difficulties

in procuring equipment, machinery, construction material, technical personnel and transport bottleneck. It was, however, stated that the following steps are being taken to overcome these difficulties:

(i) *Procurement of equipment and machinery*

293. The services of the officers in charge of the timber depots (belonging to the Andamans Administration) at Calcutta and Madras are being utilised for prompt procurement of stores from the mainland. Any difficulties in this regard are also brought to the notice of the Additional Chief Engineer, Union Territories.

(ii) *Technical Personnel*

294. There is general reluctance on the part of qualified technical persons to take employment in the islands despite extra allowances. Nonetheless all possible efforts are being made to fill up the vacant posts. Besides, residents of the islands are being encouraged to study in the higher technical courses by offering scholarships or arranging free training. During the current financial year provision has been made for granting 40 scholarships to the students for higher studies particularly in engineering and medical institutions on the mainland. It is proposed to expand these facilities gradually from year to year. In addition, certain number of seats are reserved for students from these islands for higher studies in technical institutions on the mainland.

(iii) *Transport*

295. During the current Plan period, two more ships (one in replacement) have been commissioned into service between the mainland and the islands. Another vessel has been put into service for inter-island communications. Proposals for further augmenting the transport service between the mainland and islands as well as inter-island communication are under consideration.

296. *The Committee regret to note that the progress of expenditure in the first two years of the Second Plan has not been at all satisfactory. The Committee suggest that the Ministry should maintain a constant watch on the implementation of the schemes so as to ensure that the planned expenditure is usefully spent without any shortfalls. The proposals for augmenting the transport services should be implemented expeditiously.*

### C. Colonisation Scheme

297. During the four years from 1948 to 1952, 450 families of displaced persons from East Pakistan were settled in the Andaman and Nicobar Islands at a cost of Rs. 8·80 lakhs. Subsequently a Five Year Plan of colonisation was drawn up, designed to clear a total of 20,000 acres of forest lands in the Andaman group of islands for the purpose of settling 4,000 agriculturist families from the mainland. In addition, hilly land to the same extent was to be made available to settlers for being utilised as homestead land, for horticulture and as pasture for

cattle. As envisaged in the Plan, schools and dispensaries are being provided in colonisation areas. Besides, it has also been decided to send 100 artisan families for settlement in the Andamans.

298. The Plan for development and colonisation of the Andamans was actually started in April, 1953. Upto 1955-56, an area of 8,100 acres was cleared and 1,005 families settled there. The rest of the programme was switched over to the Second Plan. The colonisation scheme costing about Rs. 130 lakhs included in the Second Five Year Plan provides for the clearance of the balance 11,900 acres of forest land and settlement of the balance of 2,995 families by March, 1961. Provision has also been made for medical and educational facilities in the colonisation area on a modest scale.

299. Till the end of the year 1958, 1,830 agriculturist families and 13 artisan families have been settled in the islands at a total cost of Rs. 115.72 lakhs. It is proposed to settle the balance of 2,157 families and provide them with cleared land at the rate of 5 acres per family together with necessary auxiliary services by the end of the Plan period.

300. The Committee were informed by the representatives of the Ministry that the target of settling 4,000 families in the islands by March, 1961 was not likely to be achieved. By March, 1960, only 2,190 families would have been settled. The whole problem was limited by the possibility of clearing the forests. Cultivated land in large contiguous areas was not available and if the refugees were allowed to come before the land was ready, there was bound to be confusion. Since there are still two years left over in the term of the Second Plan, *the Committee are of the view that if energetic steps are taken it should be possible to attain the target. The Committee, therefore, suggest that the Ministry should take up this matter at ministerial level, if necessary, with a view to see that the difficulties in the attainment of this target are expeditiously removed. The Committee consider that the Islands have enough resources to support a bigger population than is envisaged to be settled there in the Second Plan and recommend that a much bolder plan of colonisation than the present one should be chalked out by the Ministry in consultation with other Ministries concerned on the lines of the Dandakaranya Scheme.*

#### D. Development of Forest Resources

##### (a) Working Plans

301. The total area under forests in the Andaman and Nicobar Islands is approximately 2,500 square miles. The Committee are informed that the forests are exploited according to an approved working plan, which also provides for the systematic regeneration of exploited areas. Besides, while delegating powers under the Indian Forests Act, 1927, to the Chief Commissioner, Andamans, it has been specified that the Government of India are to be consulted before any reserved forest is **disreserved**. Out of the total area of 2,500 square miles, the forest

operations are at present confined mostly to North, Middle and South Andamans covering approximately 1,700 square miles. Out of this, 1,500 square miles are covered by the proper working plan prepared by the Forest Department. The remaining area measuring about 200 square miles has been left out of the working plan for the following main reasons:—

- (i) inaccessibility of certain areas;
- (ii) certain areas are reserved for 'Jarwas' (a hostile tribe); and
- (iii) some of the areas are earmarked for resettlement of displaced persons.

302. *The Committee are of the view that indiscriminate deforestation should not be allowed under any circumstances and suitable schemes for regeneration should be followed up in all earnestness. The Committee suggest that as and when the inaccessible areas are opened up, suitable working plans should be drawn up for them also.*

(b) *Agreement with M/s P. C. Ray & Co.*

303. The Committee understand that exploitation of the North Andamans is the monopoly of Messrs P. C. Ray & Company with whom an agreement of licence was entered into by the Government of India on 31st August, 1951 for a period of 25 years. The agreement gives the Company the sole right to cut, fell and extract all trees from the clear-felling area and all trees marked by the Chief Conservator of Forests in the forests of the North Andamans (approximately 707 square miles) in accordance with the approved working plan compiled for these forests by the Administration on royalty basis.

304. The Inspector General of Forests, Ministry of Food and Agriculture, during the course of evidence, informed the Committee that the agreement with the Company was not working satisfactorily. A copy of the detailed note furnished by the Inspector General of Forests to the Committee as desired by the latter is enclosed as Appendix XIX. From this note, it is clear that the Company has failed to implement several provisions of the Agreement despite repeated warnings. In regard to royalty alone, the Committee are surprised to note that upto the end of January, 1958, the amount due was as much as Rs. 28·05 lakhs including royalty on shortfalls (amounting to Rs. 10·18 lakhs upto the end of 1956). Though the Company was given respite for several months, its efforts towards liquidating its dues were not satisfactory. The firm even went to the extent of committing a serious irregularity of issuing two bogus cheques totalling about Rs. 4·3 lakhs in part payment of the dues but proceedings were dropped on certain explanations and apologies tendered by them.

305. In regard to clause 29 of the Agreement which provides that the Company should set up a saw mill, a plywood factory and a seasoning kiln, the Committee are informed that the firm has not so far carried out these obligations though clause 30 of the Agreement required these factories to be set up within 48 months of the date of signing.



306. *The Committee are sorry to record that despite repeated flouting of the clauses of the Agreement by M/s P. C. Ray & Co., Government have failed in taking energetic steps to make the Company abide by them which may result in huge losses to the public exchequer. The Committee, therefore, recommend that the Ministry should take up the matter urgently with the Ministry of Food and Agriculture for early recovery of all the dues from the Company. In view of the past unsatisfactory record of this Company, the Committee have serious doubts about its ability to fulfil its obligations in terms of the contract in future also. The Committee, therefore, suggest that the question of terminating this contract and executing the project through a Statutory Corporation may be given serious consideration.*

(c) *Forest Co-operative Societies*

307. The Committee understand that there are no forest co-operative societies in the Islands nor has any scheme been formulated to set up such societies. There exist, however, (i) the Consumers' Co-operative Society, (ii) the Andamans' Minor Forest Society and (iii) the Andamans Timber Extraction Co-operative Society. The first has been formed amongst the forest labourers with a chain of branches in South Andamans called the Forest Co-operative Chain Stores for the provision of various daily necessities of life. The second deals in minor forest products on cottage industry scale with a view to supplement the income of forest labourers by procuring some avocation for other members of their families. The third was formed by the local people with a view to extract timber. This society was given some small contracts but was not able to make headway.

308. *The Committee suggest that attempts should be made to set up forest co-operative societies in a few villages for taking up the extraction of logs from forests and export thereof so as to ameliorate the economic conditions of the people through their joint efforts. These might be of a multipurpose character so as to cater to the other needs of the people also. The technical advice of the Bombay Government which has developed forest co-operatives successfully may be obtained.*

(d) *Export of Timber*

309. The quantity of timber exported and the value of foreign exchange earned thereon by the Forest Department of the Andaman and Nicobar Islands during the last 3 years was as below:—

Year	Quantity exported (in tons)	Value (in lakhs) (Sterling £)
1955-56	8,828	2.25
1956-57	4,460	1.20
1957-58	No exports	

310. The Committee were informed that due to increased developmental activities as a result of the implementation of the Second Plan schemes, the demand for timber on the mainland had enhanced so much that it has not been found possible to export any timber to foreign countries since 1957-58. As availability is insufficient even to meet the growing needs of the country, the question of exporting Andaman timber to foreign countries does not arise at present.

311. The Committee, however find from the statement below that the quantity of timber despatched to the mainland has registered a fall in the year 1957-58 when there were no exports to outside countries in the case of both the Forest Department of the Islands and M/s P. C. Ray & Co.:—

Year	Timber despatched by Forest Deptt. (A & N Administration) (Tons)	Timber despatched by M/s P.C.Ray & Co. (Tons)
1955-56	21,520	25,896
1956-57	28,924	19,441
1957-58	28,721	10,432

Explaining the reasons for shortfall in the despatch of timber by the Forest Department in 1957-58, the Inspector General, Forests, stated that there was some dispute about the rates to be paid to the coastal conference lines with the result that the tonnage of timber transported fell short. *The Committee consider it unfortunate that there should have been a drop in the despatch of timber to mainland where there is considerable demand. They are of the view that there is considerable scope for stepping up the quantity of timber for despatch to the mainland. They, therefore, suggest that suitable measures should be adopted, including the strengthening of the Forest Department of the Administration, if necessary, to ensure that the forest resources of the Islands are properly tapped and meet the increasing demands on the mainland.*

312. In this connection, the Committee were informed that a contract for supply of 1 lakh B.G. or equivalent sleepers had been received from the Railway Ministry this year and a bigger contract was expected next year. *The Committee are of the view that the islands are capable of providing substantial portion of the Railways' requirements for sleepers. They have already recommended in para 75 of their 21st Report (First Lok Sabha) that "It is highly desirable that the forests (in Andaman and Nicobar Islands) are all primarily reserved for the Railways". The Committee, therefore, suggest that it would be useful for the I.G. (Forests) to pay a visit to the islands along with the Railway experts to see how the supply of timber to the Railways could be improved.*

(e) *Timber Depots*

313. The Committee are informed that Government Depots have been established at Calcutta and Madras to popularise the sale of Andaman timber. The I.G. Forests assured the Committee that these were working very satisfactorily so much so that in the first auction itself, 95 per cent. of the timber is immediately sold and the rest is sold away in the second auction. Andaman timber was getting very popular, particularly a few species of it. *The Committee suggest that the possibilities of growing richer and popular varieties should be kept in mind when regeneration schemes are executed.*

(f) *Exploitation of various species of timber and subsidiary forest resources*

314. The Committee were further informed by the I.G. Forests that out of about 200 species of timber found in the Andamans only about 30 or 40 are profitably used at present. The others were not used as they were not durable, being subject to marine bores and fungal damage. *The Committee recommend that at least one creosoting plant might be set up in the islands for treatment of timber. Proper exploitation of the other varieties should receive the urgent attention of the Ministry of Food and Agriculture.*

315. The Committee further understand that in spite of a fairly heavy rainfall, lack of fresh water is a great handicap in the development of several industries which can be set up as subsidiary to forest exploitation schemes under execution. *The Committee recommend that this question should be attended to immediately as the growth of industries in the Islands would depend on the solution of this problem. Agriculture itself cannot attract settlers and it is necessary that comprehensive schemes of industrial development of the Islands are drawn up for execution in the third Plan.*

316. *In order to attract workers and businessmen, the Committee recommend that the feasibility of establishing a Development Corporation for these Islands may be examined so that concentrated attention for the development of industries in the islands could be ensured.*

## **E. Development of Coffee, Tea and Rubber Plantations**

317. The Committee understand that the question of development of coffee, tea and rubber plantations in the Islands has been under the active consideration of the Government of India for sometime past. In 1956-57, two coffee experts visited the Islands and according to their report, 15,000 acres of land would be available for cultivation in the Andamans. A scheme for exploratory trials on coffee cultivation in the Andamans has been formulated on the basis of the recommendations of the experts and sanctioned by the Government of India. It is stated that steps are now being taken to recruit the required technical staff under the scheme.

318. Commercial prospects of tea cultivation in the Islands are also to be examined by a party of experts who are likely to visit the Islands soon.

319. In regard to rubber plantations, the Committee understand that the Rubber Products Commissioner visited the Islands in March, 1957 and his report is under the consideration of the Ministry of Commerce and Industry.

320. *The Committee envisage that the development of tea, coffee and rubber plantations in the Islands would yield a good source for earning foreign exchange for the country. The proposals made by the coffee experts and the Rubber Products Commissioner two years ago, are however, still to be implemented which shows that the matter has not been taken up in all seriousness. The Committee would, therefore, urge the Ministry to see that the necessary proposals submitted in this regard by the experts are pushed through vigorously by the Ministry of Commerce and Industry.*

#### F. Education

321. An Education Committee for the Andaman and Nicobar Islands was appointed by the Government of India in the year 1955. This Committee made several recommendations in regard to the improvement of educational facilities in the Islands and for opening up of new schools. The Committee understand that it has not been found possible to implement the recommendations of the Education Committee in regard to basic education because of dearth of qualified and trained teachers and for want of suitable school buildings. *The Committee suggest that the Ministry should take up this matter with the Ministry of Education with a view to see that facilities for basic education are provided early to the islanders.*

322. The Committee understand that certain number of schools are reserved for students from these islands for higher studies in technical institutions on the mainland. *The Committee suggest that the Ministry should keep a watch as to whether these reservations are utilised in full so that as many of the islanders as possible are trained in various technical jobs to man services on the Islands where shortage of technical hands is a great handicap.*

#### G. Medical Facilities

323. For augmenting the medical facilities in the Territory, the following schemes are to be undertaken in the Second Plan:—

- (i) Construction of a new 176 bedded hospital at Port Blair.
- (ii) Construction of a 50 bedded hospital at Car Nicobar.
- (iii) Setting up a 40 bedded hospital at Mayabunder.
- (iv) Setting up a new 20 bedded T.B. Hospital (with a T.B. clinic attached) in or near about Port Blair.

324. The Committee, however, understand that these schemes have not made much headway so far due to non-receipt or delay in the issue of technical and financial sanctions. In regard to the 176 bedded hospital at Port Blair, the Committee learn that the original plan provision was Rs. 2.75 lakhs only. The estimated cost of the hospital however, worked out to nearly Rs. 11 lakhs and the Planning Commission have only recently agreed to the revised outlay of Rs. 10.77 lakhs as worked out by the C.P.W.D. The necessary administrative approval is now being issued.

325. *It is surprising that it should take two to three years to prepare estimate and get necessary administrative and technical sanctions for the schemes. Now, that the schemes have been sanctioned, the Committee suggest that the work should be completed expeditiously.*

#### H Air Link between Calcutta and Port Blair

326. The Committee understand that Airways (India) started a freighter service on Calcutta—Port Blair route with effect from the 23rd April, 1957. Later on, from 19th September, 1957, the certificate of airworthiness of the aircraft (Catalina Amphibine type) was validated for carrying 10 passengers and 5 crew. The Company however, discontinued the service from 31st December, 1957 because it proved unremunerative as will be found from the following figures:—

	Calcutta to Port Blair	Port Blair to Calcutta
From April to Nov. 1957 (8 months)		
Mails	1962.12 lbs	1070.15 lbs.
Freight	1654 lbs.	63 lbs.
From 19th Sept. 57 to 31st Dec. 1957 (3½ months)		
Passengers	11½	7½

327. The Company was of the view that unless a fixed subsidy of Rs. 5 lakhs per year was granted, it would not be possible for it to resume the service. The question was examined by the Ministry of Transport and Communications in consultation with the Ministry of Home Affairs but it was not found possible to agree to the Company's proposal and hence the matter was given up.

328. *The Committee would suggest that in view of the increased economic activity under the Plan and schemes for settlement of displaced persons in the Islands, the question may be reviewed again and the feasibility of the Indian Airlines Corporation starting a freighter-cum-passenger service at least on a weekly basis might be examined and implemented. Even if Government have to subsidise this service it should not be avoided in the wider interests of making*

329. *The Committee further suggest that a full fledged aerodrome might be constructed at Port Blair and for the time being the existing air strip suitably repaired.*

### **I. Low Income Housing Scheme**

330. *The Committee learn that so far only a paltry sum of Rs. 72,000 has been sanctioned as loans for construction of 13 houses under the low income housing scheme though it is expected that by the end of the year 1958-59 an amount of Rs. 2 lakhs would have been utilised. The progress in this regard seems to be very poor when compared to the provision of Rs. 16 lakhs made for the scheme in the Second Plan. The Committee would, therefore, suggest that the matter might be taken up by the Ministry, with the Ministry of Works, Housing and Supply so that ways and means could be devised to expedite the progress of work in this direction, specially in view of the acute housing shortage in the Islands. If a close examination of the question in consultation with the Ministry of Works, Housing and Supply shows that it would not be possible to spend the entire provision during the Plan period, it should be suitably reduced and the excess amount diverted to other schemes which are ripe for execution. In this connection the Committee suggest that the question of forming a co-operative housing society or a suitably constituted housing board, to give a fillip to the progress of the low income housing scheme may be considered.*

## VIII. LACCADIVE, MINICOY AND AMINDIVI ISLANDS

### A. Historical Background

331. The Laccadive Islands were ruled by the Cannanore Rajas till 1875, subject to payment of assessment to the British. Between 1875 and 1908 the Islands were under attachment and were practically governed by the British. In 1908, the phantom sovereignty of the ruling family was also surrendered to the British. The Amindivi Islands were under the British right from the fall of Srirangapattam in 1799. Till the 1st November, 1956, for purposes of administration, the Laccadive Islands constituted Scheduled Areas attached to the Malabar District and Amindivi Islands, to the South Kanara District, forming part of the composite State of Madras. As a result of the re-organisation of States, these Islands ceased to form part of the State of Madras and became a Union Territory with effect from the 1st November, 1956.

### B. Area and Population

332. The Laccadive, Minicoy and Amindivi Islands are a group of coral islands lying between north latitude 8 and 12 in the Arabian sea off the coast of former Malabar District in the erstwhile Madras State except Minicoy which lies almost direct West of Trivandrum on the Kerala Coast. There are 19 islands in all. All of them are very small in size, the largest namely, Minicoy being about 15 miles in circumference and  $1\frac{3}{4}$  sq. miles in area. The total area of all the Islands is only 10.76 sq. miles. Out of the 19 Islands, only 10 are inhabited with a total population of about 21,000 according to the last census. The uninhabited portions are really islets, attached to the populated islands—their area is very negligible, being only 0.94 sq. miles.

333. The inhabitants of the Islands are Scheduled Tribes and the language spoken in all the Islands except Minicoy is Malayalam with local variations. The earth is too barren to admit of spontaneous vegetation and the flora are, therefore, limited to a few trees and shrubs. Out of the total cultivable land of 6,620 acres, 5,500 acres are planted with coconut.

### C. Budget and Expenditure

334. The actuals of expenditure as against the final grant during the years 1956-57 and 1957-58 and the Budget estimates for 1958-59 are as under:—

	Final Grant	Actual Exp.
1956-57		
(1-11-56 to 31-3-57)	3.30	3.07
1957-58	21.03	9.54
1958-59	32.02	—

335. The Committee find that there is a wide variation between the final grant and the actual expenditure in the year 1957-58. The main reason for this is stated to be that there was no sufficient material for basing any budget estimates which had, therefore, to be extremely rough. These were furnished even before the Administrator had an opportunity of seeing the Islands. Also, certain sanctions were not received in time while in some other cases it was found necessary to enact fresh laws. *The Committee would urge the Ministry to take steps sufficiently in advance to get the necessary sanctions from the Ministries concerned for various schemes for the Islands so that this feature does not recur again. Also, the necessary legislation should be finalised early and in the meantime, analogous legislation from other States should be extended to the Territory in consonance with its requirements.*

#### D. Sources of Revenue and Land Survey

336. As for the sources of revenue, the Committee are informed that there is no land tax in the Malabar group of islands but only tree tax on Government land. In Minicoy, the Government land has been leased to the community on a fixed rent. The present average annual income from the lease of trees from the Laccadive Islands is only roughly about Rs. 20,000 per annum. There is no income from the Amindivi group of Islands except for two minor leases of Government Pandaram lands. In Minicoy, a poll tax of as. 4 per unmarried woman, as. 6 per unmarried man and as. 12 per married couple is collected. The aggregate annual income by way of revenue is Rs. 21,000.

337. In the absence of a proper survey, even the record of leases is a rough document. *The Committee would urge that a proper land survey should be undertaken immediately and a rational revenue structure evolved in place of the outmoded system obtaining at present.*

#### E. Five Year Plan

338. For all practical purposes, the Second Five Year Plan for this Territory is virtually its First Plan, since there was no integrated First Five Year Plan for the Islands. The plan outlay, as finally approved in September, 1957 involves an expenditure under different heads as follows:—

	(Rs. in lakhs)
Agriculture & Community Development	19.69
Electricity Scheme	1.00
Transport and communications	19.75
Cottage Industries	4.11
Education	12.40
Medical and Public Health	15.40
Publicity	0.92
Miscellaneous	0.58
<b>TOTAL</b>	<b>73.85</b>



339. It is thus seen that only about 3½ years were left in the term of the Second Plan when the Plan for the Island was approved. It is understood that there were further delays in starting the schemes due to non-receipt of sanctions from various Ministries concerned in time. *The Committee suggest that the Ministry should see to it that the progress of schemes sanctioned, belated as they are, is not held up in future* The Committee further understand that the progress has been very poor in almost all the fields in attaining plan targets. It has been stated that the main problem in the implementation of the schemes is the difficulty of communications from the mainland to the Islands and between one island and another. Even if this could be overcome, for about six months in a year nothing can be done, as the Islands remain cut off from one another as well as from the mainland due to monsoons. The working season is, therefore, limited to about six months in a year. In practice it is being found difficult to co-ordinate the working of the different parts of a scheme within this limited period with uncertain communications. Till very recently, the Islands were not even accessible by post, telegraph or wireless even during the working season.

340. The Committee are further informed that on account of extremely difficult living conditions, it is not easy to obtain staff from the mainland.

341. *The Committee are sorry to note that co-ordination as between the several Ministries in regard to the execution of development schemes has been insufficient so far. The Committee suggest that the Ministry of Home Affairs should see to it that this is ensured to the fullest extent in future.*

#### F. Communications

342. With regard to the improvement of communications, the Committee learn that during 1957-58 two motor boats for inter-island communication and a big vessel for communication with the mainland were proposed to be purchased and a sum of Rs. 4.25 lakhs and Rs. 1.50 lakhs respectively was set apart for these purposes. But only one boat costing Rs. 1.20 lakhs and a small vessel costing Rs. 0.24 lakhs were actually acquired. The budget estimates for 1958-59 provide a sum of Rs. 3 lakhs for the purchase of one more boat for inter-island communication and Rs. 2 lakhs for a steamer service.

343. The Committee are informed that no regular steamer service between the mainland and the islands has as yet been introduced. A vessel m.v. 'Ashoka' has, however, been chartered for the fair season from 30th October, 1958 to 15th May, 1959.

344. *The Committee suggest that the Ministry should take early steps to provide a regular steamer service between the mainland and the islands and also ensure that purchase of a second boat for which amount has already been provided to improve inter-island communication, is expedited. The Committee further suggest that if vessels*

are not readily available for purchase, the services of the smaller ship builders on the coast may be enlisted for the purpose.

345. The Committee would further urge that loans should be given liberally to the 'odam' owners for fitting diesel oil engines to their 'odams' requests for which have been received already by the Administration. In this connection, attention is invited to the recommendations made by the Committee in paras 153 and 161 of their 62nd Report (First Lok Sabha):

"...the feasibility of giving financial assistance for mechanising the sailing vessels, without waiting for the enactment of the proposed legislation should be examined by the Ministry. The Committee feel that it should be possible to do so by departmental action".

"The Committee suggest that the sailing vessels industry may be regarded as a sort of cottage or village industry and all the necessary assistance and facilities may be given for its preservation and development."

### G. Education

346. For a total number of 1,660 school going children, there are 9 elementary schools manned by teachers from the mainland. The Committee learn that in order to attract suitable persons to work as basic teachers in the Islands their pay scale have been revised as under:—

Name of Post	Original Scale	Present Scale
Secondary trained teachers (Matric)	Rs. 45-3-60-2-90	Rs. 68-4-120-5-170
Higher Trained Teachers (non-matric)	Rs. 30-1-50	Rs. 50-2-60-3-90

It is also proposed to provide them with living accommodation.

347. The Committee suggest that some of the middle schools in the Islands should be converted into secondary schools and the question of imparting free education upto the secondary stage may be taken up with the Ministry of Education. This will avoid the necessity of Islanders coming all the way to the mainland for high school education.

348. For students coming for studies to the mainland, there is a hostel at Elathur near Kozhikode. A Study Group of the Committee which visited the hostel were informed that there was need for further expansion of such facilities particularly for girls. The Committee suggest that the proposal to set apart a section in the hostel for girls may be examined and implemented early till provision for higher secondary education is made in the Islands.

### *Social Education*

349. The Committee understand that in these Islands the men lead a life of ease while the burden of earning bread falls mainly on women. *The Committee suggest that a concerted drive in social education should be made and in order to wean away the people from their isolated pattern of life, the Administration should endeavour to educate public opinion particularly about the development schemes, through audio-visual methods so that they might come forward to co-operate in the execution of the same.*

### **H. Medical Services and Public Health**

350. The Committee understand that the main health problems of the Islands are leprosy and filariasis. Ring-worm infection, bacillary dysentery, conjunctivitis and trachoma are also prevalent. Leprosy is prevalent in a marked degree in Androth and Minicoy. There are now seven dispensaries for the ten inhabited islands. Three Health Inspectors trained in filariaology have been posted to control filaria. A survey on filaria was conducted in April, 1958 by the Assistant Director (Filaria), Ernakulam. Regarding leprosy, it is proposed to depute a specialist for investigation and for suggesting means for eradication. *The Committee are surprised to be informed by the Ministry that it is not possible to indicate the period within which filariasis and leprosy are to be eradicated completely from these Islands. The Committee suggest that concerted efforts should be made to eradicate these diseases by having first an accurate survey of the prevalence of each disease and of the staff and equipment required and thereafter necessary provisions should be made for their eradication, within a target date according to a phased programme. Feasibility of establishing a full fledged hospital at Minicoy or Androth which are the two most populous islands may also be examined by the Ministry of Health.*

### **I. Coir Monopoly Scheme**

351. The only common industry in the Islands is coir yarn twisting. The Government have a monopoly over coir yarn produced by the people in all Islands except Minicoy. The monopoly has been in vogue since the Islands were under the administration of Arkal Rajah of Cannanore. According to the system, the islanders are given rice in exchange for coir on the respective Islands. The exchange rates are fixed by Government from time to time, with reference to the market rates for coir and rice on the mainland. There are coir depots run by the Government on all Islands. This ensures to the poor islanders a regular supply of rice and the chances of middlemen interfering and making undue profits are avoided. Still the rice thus obtained in exchange of coir is only about one third to one fourth of the total requirements of the people. The balance is obtained by direct purchase by islanders from the mainland by sale of island

products like coconut, copra, vinegar, jaggery, fish, etc. *The Committee suggest that the coir monopoly scheme should be run on a no-profit-no-loss basis.*

352. The Committee also understand that measures have already been introduced by the Administration to develop certain industries like Charkha spinning of coir and opening of coir training-cum-production centres in all the nine major islands. Thereafter, it is intended to embark upon production of mats and carpets on a large scale. *The Committee suggest that introduction of these measures may be expedited.*

353. *The Committee further suggest that the feasibility of entrusting the responsibility of running the coir depots to co-operative societies to be set up for the purpose may be examined.*

### J. Fisheries Development Scheme

354. The Committee understand that the fisheries development scheme may bring a yield of about Rs. 3,00,000 during the plan period on account of the subsidised sale of pablo boats and fishery requisites to the islanders and the sale of cured fish etc. *As this is one of the schemes for the Islands with a large scope for revenue besides economic development of the people, the Committee suggest that:—*

- (i) *Subsidised sale of pablo boats and fishing requisites should be stepped up.*
- (ii) *Regular training should be given to the islanders in modern fishing methods.*
- (iii) *The fishermen should be encouraged to form Fishermen's Co-operative Societies for undertaking large scale catching of fish on a commercial scale.*
- (iv) *The feasibility of providing a fish trawler to the islanders may be examined.*

### K. Building Programme

#### (a) Accommodation for staff

355. In regard to the question of provision of residential accommodation to the staff, the Committee are informed that during the year 1958-59, administrative approval was conveyed for the construction of accommodation to the following staff:—

<i>Name of work</i>	<i>Expenditure</i>
	Rs.
1. Buildings for Police Department	62,000
2. Construction of residential buildings for Revenue Department	26,400

3.	Construction of residential buildings for Section Officers, P.W.D. at Ameni, Minicoy and Kavarathy	Rs. 33,800
4.	Construction of residential buildings for lady teachers at Kavarathy, Ameni and Minicoy	2,67,000
5.	Construction of residential buildings for the Health staff	67,300
TOTAL		<u>4,56,500</u>

(b) *Sub-division of the P.W.D.*

356. The Committee understand that the proposal to set up a sub-division of the C.P.W.D. to take up civil works in the Islands has been sanctioned. *The Committee would urge that the officers should take up positions early and the Additional Chief Engineer (Union Territories) should see to it that the building programme in the Islands proceeds according to schedule.*

357. *The Committee also suggest that the Ministry should ensure that these constructions are completed by the end of 1959-60 as proposed, so that the required staff are posted in the Islands to speed up the development programmes.*

#### L. Hydrographic Survey

358. The Committee learn that the hydrographic survey of Minicoy and Androth Islands was made by 'I.N.S. Jamna' in January, 1959. The fair charts of the survey are awaited. These surveys were undertaken by the Survey Wing of the Indian Navy. The Committee are also informed that the Ministry of Defence who were consulted in this regard, have replied that the sub-Committee of the National Harbour Board which determines the hydrographic survey programme will be requested to prepare a programme for the hydrographic survey of the remaining eight inhabited islands and to accord top priority to it. *The Committee are sorry to note that no proper plan has been prepared so far in this regard although it is considered very essential in order to make the islands safe for navigation. The Committee would, therefore, urge the Ministry to take up the matter with the Ministry of Defence and see to it that a phased plan is prepared to complete the hydrographic survey of the Islands in a given period of time. In this connection, attention is invited to the following recommendations made by the Committee in paras 181 and 182 of their 51st Report (First Lok Sabha):—*

*"The Committee regret to note that the hydrographic survey of the coast-line of India is progressing at snail's pace.....The Committee consider this very unsatisfactory and recommend that suitable measures should be taken to complete hydrographic survey of the entire coast-line within a period of ten years."*

### M. Jurisdiction of the Assistant Commissioner for Scheduled Castes & Scheduled Tribes

359. The representatives of the Ministry informed the Committee that it has not been considered necessary to keep these islands under the jurisdiction of any of the Assistant Commissioners for Scheduled Castes and Scheduled Tribes as the entire population of the islands is that of Scheduled Tribes. *For an independent appraisal of the welfare schemes undertaken for the islanders, the Committee consider it desirable to extend the jurisdiction of the Assistant Commissioner for Scheduled Castes and Scheduled Tribes, Kerala to this group of Islands.*

### N. Administrator's Office

360. The Committee learn that it is not so much a lack of appreciation of the problems of the people in the islands but the difficulty co-ordinated and continuous action to implement the various proposals admitted as essential which has kept the islands in more or less the same stage as they were in a few decades age. To the Committee's enquiry as to whether it was not desirable to shift the Administrator's office from Kozhikode on the mainland to the islands themselves, the representative of the Ministry stated that there was no particular advantage in it in the absence of any inter-island communication. *The Committee consider it incongruous that the office of the Administrator should be located on the mainland and suggest that this should be shifted to the islands as early as possible so that a co-ordinated and continuous watch on the implementation of the various development schemes included in the Five Year Plans can be kept.*

NEW DELHI;

BALVANTRAY G. MEHTA,

*Chairman,*

*Estimates Committee.*

*The 28th April, 1959.*

*The 8th Vaisakha, 1881 (Saka).*

## APPENDIX I

(Vide Para 2)

*Statement showing the distribution of work relating to the Union Territories in the Ministry of Home Affairs*

One Additional Secretary and one Joint Secretary are in general charge of the Union Territory Sections.

2. The division of work among the other officers is as follows :—

- (i) One Deputy Secretary for Delhi Administration;
- (ii) One Deputy Secretary for Himachal Pradesh and work relating to legislation in respect of the Union Territories;
- (iii) One Deputy Secretary for Delhi Municipal Corporation, N.D.M.C. and the Territorial Councils of Himachal Pradesh, Manipur and Tripura;
- (iv) One Under Secretary for the Andaman and Nicobar Islands and Laccadive, Minicoy and Amindivi Islands;
- (v) One Under Secretary for the Union Territories of Manipur and Tripura;
- (vi) One Under Secretary for the Advisory Committee Cell and other work of co-ordination etc.

3. The work relating to Police, Jails and After-care Homes in the Union Territories is being dealt with in the respective functional (*viz.*, Police I, II, III and IV) Sections of the Home Ministry which are under a Joint Secretary. Similarly, the work relating to the Scheduled Castes, Scheduled Tribes and Budget etc., is being dealt with in the Scheduled Castes and Scheduled Tribes and Accounts Sections which are in charge of sectional Deputy Secretaries.

## APPENDIX II

(Vide Para 15)

### *General Administrative set-up of the Union Territories*

#### DELHI

The Chief Commissioner, Delhi, is assisted by three Secretaries, and seven Under Secretaries who are designated as shown below :—

- Secretaries :*
- (1) Chief Secretary.
  - (2) Judicial Secretary.
  - (3) Finance Secretary.
- Under Secretaries :*
- (1) Under Secretary (Appointments)
  - (2) Under Secretary (Finance)
  - (3) Under Secretary (Development)
  - (4) Under Secretary (General)
  - (5) Under Secretary (Home)
  - (6) Under Secretary (Finance)
  - (7) Under Secretary (Medical).

The Finance Secretary, Delhi Administration, also functions as Deputy Secretary to the Government of India, Ministry of Finance (Delhi State Division). Besides, the following heads of Departments function as *ex-officio* Secretaries of their respective departments :

- (1) Director of Education as Education Secretary.
- (2) Development Commissioner as Secy. (Dev.)

while the Chief Secretary is *Ex-officio* Director, Food and Civil Supplies.

Besides the Secretariat, the Chief Commissioner, has got the following Departments under his administrative control :—

- (1) I.G. of Police.
- (2) Director of Public Relations.
- (3) Director of Education.
- (4) Sales Tax Commissioner and Commissioner of Excise & Entertainment Tax.
- (5) Development Commissioner.
- (6) Director of Industries and Labour.
- (7) Director of Employment & Training.
- (8) Superintendent, Medical Services.
- (9) State Motor Transport Controller.
- (10) Superintending Engineer, Public Works Department.



At the district level, there is one Deputy Commissioner who is assisted by two Additional District Magistrates and a number of other PCS Officers.

On the Judicial side, Delhi is under the Punjab High Court with a Circuit Bench of the High Court. There is one District and Sessions Judge in addition to additional Sessions Judges, Assistant Sessions Judges and sub-Judges.

## HIMACHAL PRADESH

The Lt. Governor is assisted by six Secretaries, excluding the Secretary to the Lt. Governor. Of the six Secretaries, four are full-fledged Secretaries and the other two are *ex-officio* Secretaries. They are designated as follows :

- (1) Chief Secretary and Financial Commissioner.
- (2) Development Commissioner.
- (3) Finance Secretary
- (4) Judicial Secretary.
- (5) Chief Engineer.  
*Ex-officio* Secy., Public Works Department.
- (6) Registrar, Cooperative Societies.  
*Ex-officio* Secretary, Civil Supplies, Panchayats and Education.

The Secretaries are assisted by seven Under Secretaries.

The Administration has the following Heads of Departments :—

- (1) Financial Commissioner.
- (2) Development Commissioner.
- (3) I. G. of Police (in addition he is Joint Secretary, Home & Police)
- (4) Chief Engineer, P.W.D.
- (5) Chief Conservator of Forests.
- (6) Registrar, Cooperative Societies-*cum*-Director of Civil Supplies-*cum*-Director of Panchayats.
- (7) Director of Education.
- (8) Director of Agriculture.
- (9) Deputy Director of Animal Husbandry.
- (10) General Manager, Himachal Govt. Transport.
- (11) Director of Health Services & I.G. of Prisons.
- (12) Director of Land Records-*cum*-Director of Consolidation of Holdings.
- (13) Director of Public Relations & Tourism.

The Union Territory of Himachal Pradesh with a population of 11,09,466 and an area of 10,904 square miles, comprises of five districts, *viz.* Mahasu, Sirmur, Chamba, Mandi and Bilaspur. Each district is sub-divided into tehsils and sub-tehsils. The number of Tehsils and sub-Tehsils in each district is as shown against each one of them :—

Mahasu . . . . .	9 Tehsils and three sub-Tehsils.
Sirmur . . . . .	4 Tehsils.
Chamba . . . . .	3 Tehsils and two sub-Tehsils.
Mandi . . . . .	6 Tehsils.
Bilaspur . . . . .	2 Tehsils.

Each district is under the charge of a Deputy Commissioner, who also functions as Collector and District Magistrate.

The Judicial Commissioner, who has his headquarters at Simla, holds circuit courts at the various district headquarters. The Financial Commissioner, the highest Revenue Court of Appeal, also holds circuit courts.

## TRIPURA

The Chief Commissioner is assisted by one Chief Secretary, 4 Secretaries, one Legal Remembrancer and *ex-officio* Judicial Secretary, 3 Deputy Secretaries, 8 Assistant Secretaries and one Registrar.

At the district level, there is one District Magistrate and Collector. He is assisted by one Additional District Magistrate and Collector and one Senior Deputy Magistrate.

The Administration has got the following Heads of Department .—

- (1) The Principal Engineering Officer.
- (2) The Director of Education.
- (3) The Director of Health Services.
- (4) The Director of Agriculture.
- (5) The Director of Industries.
- (6) The Director of Land Records.
- (7) The Divisional Forest Officer.
- (8) The Director of Rehabilitation.
- (9) The Superintendent of Police.
- (10) The Inspector General of Prisons.
- (11) The District Magistrate & Collector.

For administrative purposes, the Territory is divided into 10 sub-divisions. In each Sub-Division, there is one sub-Divisional Officer except at Belonia and Sabroom Sub-divisions. There is at present one Additional Sub-Divisional Officer in each of these two Sub-Divisions. The Sub-Divisional Officer of Sonamura has been working as the Sub-Divisional Officer, Belonia and Sabroom. The Sub-Divisional Officer of Sadar is assisted by two Additional Sub-Divisional Officers. A Sub-Divisional Officer is also the Sub-Divisional Magistrate having powers of First Class Magistrate. A Sub-Divisional Officer is assisted by one or two Circle Officers. Some of the Circle Officers are invested with the powers of Second or Third Class Magistrates. There are 45 Tehsils and 20 Police Stations in this Territory.

The Court of the Judicial Commissioner is the highest Judiciary in the Territory. There are :—

One District & Sessions Judge,

One Subordinate & Assistant Sessions Judge, and Nine Munsiffs.

## MANIPUR

The Chief Commissioner is assisted by five Secretaries including Chief Secretary and six Assistant Secretaries.

On the Judicial side, there is one Judicial Commissioner, common to both Manipur and Tripura. There is one District and Sessions Judge and two Sub-Judges.

The Administration has got the following Heads of Department :

- (1) The Inspector General of Police
- (2) The Principal Engineering Officer
- (3) The Development Commissioner
- (4) The Chief Medical Officer
- (5) The Agriculture Officer.

At the district level, there is one Deputy Commissioner and one Additional Deputy Commissioner.

## ANDAMAN AND NICOBAR ISLANDS

The Chief Commissioner is assisted by Secretary and Financial Adviser, Deputy Commissioner, Chief Conservator of Forests, Senior Medical Officer, Development Officer, Executive Engineers, Engineer and Harbour Master, Superintendent of Police and Education Officer in the day-to-day administration. An Advisory Council has been constituted to advise the Chief Commissioner on important matters of policy, legislation and schemes of development.

## LACCADIVE, MINICOY AND AMINDIVI ISLANDS

The Administrator, Laccadive, Minicoy and Amindivi Islands is assisted by the Secretary to the Administrator and three Tehsildars on the islands. The two Tehsildars in the Laccadive and Minicoy group of islands were appointed in December, 1957 only and they have not yet been invested with magisterial and judicial powers. There, the criminal and judicial administration is being carried on by the Amins (who are local men appointed by the Administration) under the direct supervision of Tehsildars concerned. The third Tehsildar (in the Amindivi group) is already a magistrate and a civil judge for that group of islands.

The Administrator is also assisted by an Agricultural Demonstrator on the islands, regarding the development of agriculture and animal husbandry, and by an Assistant Educational Officer. Besides, there are doctors in each of the seven dispensaries of the major inhabited islands, and three Health Inspectors have been appointed now. An Advisory Council has been constituted to advise the Administrator on important matters of policy, legislation and schemes of development.

### APPENDIX III

(Vide Paras 15, 20, 23 & 39)

*Statement showing the present strength of staff under the respective Administrations of Union Territories*

Name of Administration	Class I	Class II	Class III	Class IV	Total
I	2	3	4	5	6
<i>I. Delhi Administration</i>					
Strength of staff of Delhi Administration before the setting up of the Delhi Municipal Corporation and before reorganisation . . . . .	49	440	20,637	4,929	26,055
Strength of staff, taking into account the transfer of some employees to the Municipal Corporation of Delhi (before re-organisation) . . . . .	43	382	18,248	3,458	22,131
Strength of staff left over with the Administration when the reorganisation proposals were implemented (as on 1-1-59) . . . . .	39	382	18,206	3,458	22,085
Strength of staff transferred to Municipal Corporation of Delhi . . . . .	6	58	2,389	1,471	3,924

	1	2	3	4	5	6
<i>2. Himachal Administration</i>						
length before setting up of Territorial Council (15-8-57.) . . . . .		74	284	10,662	3,844	14,864
number of persons transferred to Territorial Council . . . . .		6	39	3,888	945	4,878
number of persons employed under Himachal Pradesh Administration as on 1-1-59 . . . . .		86	269	7,745	3,301	11,401
<i>3. Tripura Administration</i>						
length of staff before the setting up of Territorial Council . . . . .		34	349	8,750	2,196	11,329
staff transferred to the Territorial Council . . . . .		2	53	3,308	233	3,596
sent strength under the Administration . . . . .		32	296	5,442	1,963	7,733
<i>4. Manipur Administration</i>						
number of posts under the Manipur Administration before the formation of the Territorial Council . . . . .		29	35	3,571	2,286	5,921
number of posts transferred to the Territorial Council . . . . .		Nil	Nil	1,921	243	2,164
number of posts with the Manipur Administration after the transfer of certain posts . . . . .		29	35	1,650	2,043	3,757

5. *Andaman & Nicobar Administration*  
(As in 1957-58)

Actual Strength	.	.	.	.	14	46	1,684	802	2,546
Sanctioned Strength	.	.	.	.	17	53	1,874	844	2,788

6. *Laccadive, Minicoy and Amindivi Administration*  
(As in 1957-58)

Actual Strength	.	.	.	.	..	..	..	..	214
Sanctioned Strength	.	.	.	.	..	..	..	..	222

# APPENDIX IV

(Vide Para 33)

*Statement showing the list of subjects required to be transferred to the Territorial Councils, the exceptions and conditions made and imposed and the reasons therefor.*

Matters required under the Territorial Councils Act, 1956 to be transferred to the Territorial Council	Exceptions and conditions made and imposed by the Central Government	Reasons for imposing the exceptions and conditions	Reasons for the non-transfer of a subject required to be transferred to the Council under the Act	Remarks
I	2	3	4	5
<p>(i) The maintenance and management of such property, movable and immovable, and institutions, as may be transferred to that Council ;</p> <p>(ii) the construction, repair and maintenance of such of the roads, bridges, channels, buildings, as may be transferred to the Council;</p>	<p>(1) The Territorial Council shall be responsible for the construction, repair and maintenance of those buildings in which the institutions under its control and administration are accommodated.</p>	<p>Section 28 of the Territorial Councils Act, 1956 under which certain exceptions and conditions have been made and imposed on the matters transferred to the Territorial Councils is an integral</p>	<p>All the subjects required to be transferred have been transferred to the respective Territorial Councils. Only those functions have been retained which come within the purview of the ex-</p>	

ceptions and conditions laid down by the Central Government.

part of the scheme embodied in the Act. The conditions which have been prescribed are governed by essential administrative and financial considerations and are very limited in character.

(2) The Territorial Council shall be responsible for the construction, repair and maintenance of all roads (including bridges thereon) other than roads declared to be National or State highways or roads, if any, belonging to the Forest or Fisheries Department of the Administrations; and the inspection bungalows on such roads.

(3) The Territorial Council shall not be responsible for the repair and maintenance of tanks used for the development of fisheries.

(iii) the planting and preservation of trees and avenues;

The Territorial Council shall not be responsible for the planting and preservation of trees and avenues in the Government reserve forests.

(iv) the regulation and prohibition of the driving, riding or leading of carts and carriages exceeding a prescribed weight along any road under its jurisdiction;

The Territorial Council shall not—

(1) regulate or prohibit the driving of motor vehicles; and



I	2	3	4	5
---	---	---	---	---

(2) impose any toll or other levy on animals or vehicles etc. using any road when a toll or other levy has already been paid to any local authority or to the Administration in respect of that road.

(v) the construction and maintenance of ropeways, tramways, and other means of transport with the previous sanction of the Central Government,

(vi) the establishment, maintenance and management of primary and secondary schools and the construction and repair of all buildings connected with these institutions, training of teachers and establishment of scholarships;

(vii) the establishment and maintenance of pounds, including

The Territorial Council shall not be responsible for —

(1) the recognition of private schools; and

(2) training of teachers, and shall comply with such directions as may be issued by the Administrator in regard to the methods of teaching in the educational institutions.

such functions under the Cattle-trespass Act, 1871, as may be transferred to the Council;

(viii) the establishment, maintenance and management of hospitals and dispensaries, asylums and poor-houses, other than those managed by the Central Government;

The Territorial Council shall not be responsible for the maintenance and management of :—

(1) allopathic hospitals, dispensaries and asylums situated at the headquarters of the Administration; and

(2) the Police and Jail dispensaries.

The Territorial Council shall not be responsible for the maintenance and management of circuit houses and rest houses maintained by the administration.

(ix) the establishment, maintenance and management of markets and fairs, rest-houses and encamping grounds and the construction, repair and maintenance of all buildings connected with these institutions;

(x) the regulation and control of inns and innkeepers;

(xi) the supply, storage and prevention from pollution of water for drinking, cooking and bathing purposes;

The Territorial Council shall not have control over the water-works, including wells and tanks, situated in colonies and camps established under the tribal and scheduled castes welfare or relief and rehabili-

I	2	3	4	5
---	---	---	---	---

tation schemes, (and at the headquarters of the Administration.)

(xii) the construction, repair and maintenance of embankments, and the supply, storage and control of water for agricultural purposes;

In constructing, repairing and maintaining any embankment, Kuhl or other minor work, or the supply, storage and control of water for agricultural purposes, the Territorial Council shall comply with any direction, if any, given by the Administrator.

(xiii) the preservation and reclamation of soil and the drainage of swamps;

(1) Schemes for preservation and reclamation of soil under the control of the Forest and Fisheries departments shall be outside the purview of the Territorial Council.

(2) Prior approval of the Administrator shall be necessary before any scheme for the preservation and reclamation of soil and the drainage of swamps is executed.

(xiv) the preservation, protection and improvement of livestock

and prevention of animal diseases, and veterinary training and practice;

(xv) prevention of cruelty to animals;

(xvi) public health and sanitation;

The Territorial Council shall not be responsible for any Centrally sponsored scheme like the National Malaria Control Scheme, BCG Campaign etc. which the Administrator may specify.

(xvii) registration of births, marriages and deaths;

(xviii) fairs and agricultural and industrial exhibitions, and the establishment and maintenance of model farms;

Experimental farms and seed multiplying farms under the management of the Administration shall not be under the control of the Territorial Council.

(xix) the management of such ferries as may be entrusted to the charge of the Council;

(xx) the initiation, inspection and control of relief works;

The Territorial Council shall not be responsible for relief works undertaken by the Administration.

(xxi) the superintendence and control of panchayats and the making of grants to them ;

1	2	3	4	5
<p>(xxii) any other local works or measures likely to promote the health, comfort, convenience and interests of the public or the agricultural or industrial prosperity of the territory; and</p> <p>(xxiii) any other matters which the Central Government may decide to be fit and proper matters to be taken under the control and administration of the Council.</p>	<p>Before taking a decision the Territorial Council shall obtain the approval of the Administrator.</p>	<p>In discharging its functions under section 28 of the Territorial Councils Act, 1956, the Council shall not interfere with the work of any local authority or panchayat and shall not be responsible for the schemes undertaken in connection with the current Five Year Plan, so long as the schemes are not transferred to the Council. If any question arises whether a scheme has or has not been undertaken in connection with the current Five Year Plan, the decision of the Administrator shall be final.</p>		

## APPENDIX V

(Vide para 69)

*Statement showing the receipts and expenditure of Union Territories during the years 1956-57 (Actuals), 1957-58 (Actuals) and 1958-59 (Budget Estimates).*

	Delhi	Himachal Pradesh	Mani- pur	Tripura	A & N Islands	L.M. & A Islands
<hr/>						
1956-57 (Actuals)						
I. <i>Revenue Receipts</i>						
(Domestic Revenue)	247.84*	110.55*	35.50	33.74	116.01	..
II. <i>Expenditure</i>						
(i) Area Demand	430.30†	179.84*	113.84	207.91	201.46	3.00
(ii) Other Demands	122.42†	133.97*	57.05	75.51	77.32	.56
TOTAL	552.72†	313.81*	170.89	283.42	278.78	3.56
<hr/>						
1957-58 (Actuals)						
I. <i>Revenue Receipts</i>						
(Domestic Revenue)	655.27	279.42	28.68	39.83	98.80	..
II. <i>Expenditure</i>						
(i) Revenue Area Grant	657.66	455.61	156.16	270.44	213.74	3.83
(ii) Account other than Area Grant	86.31	66.43	34.06	73.37	29.92	1.00
(iii) Capital Account	141.30	162.13	57.42	77.62	179.24	10.75
TOTAL	885.27	684.17	247.64	421.43	422.90	15.58

\*For the period from 1-II-1956 to 31-3-1957.

†Includes expenditure for last five months in respect of transferred subjects and for whole year for reserved subjects.

1	2	3	4	5	6	7
1958-59 (Budget Estimates)						
<b>I. Revenue Receipts</b>						
(Domestic Revenue)	619.84	263.18	46.08	39.00	150.67	..
<b>II. Expenditure</b>						
(i) Revenue Area Grant	773.78	464.24	216.72	329.23	277.91	19.74
(ii) Account other than Area Grant	107.66	76.44	33.99	80.81	33.51	.94
(iii) Capital Account	124.39	217.20	40.76	104.52	79.06	10.84
<b>TOTAL</b>	<b>1005.83</b>	<b>757.88</b>	<b>291.47</b>	<b>514.56</b>	<b>390.48</b>	<b>31.52</b>

## APPENDIX VI

[*(Vide Para 92)*]

*Statement showing the economies effected by the Administrations of the various Union Territories in pursuance of the Economy Drive during 1957-58*

### I *Delhi.*

	Rs.
Posts abolished, kept in abeyance or unfilled . . . .	1,13,465
Reduced expenditure on purchase of stores, equipment and contingencies, etc. . . . .	4,60,151
TOTAL . . . .	<u>6,73,616</u>

### II. *Himachal Pradesh.*

Posts abolished, kept in abeyance or unfilled . . . .	51,815
Curtailment of expenditure on Miscellaneous items . . . .	36,177
TOTAL . . . .	<u>87,992</u>

### III. *Manipur.*

Non-implementation or postponement of certain schemes . . . .	5,44,548
Posts abolished, kept in abeyance or unfilled . . . .	96,810
TOTAL . . . .	<u>6,41,358</u>

### IV. *Tripura.*

Postponement of Projects . . . . .	32,14,170
Abolishment of posts and unfilled vacancies . . . .	5,04,796
Curtailment of expenditure on Miscellaneous items . . . .	70,332
TOTAL . . . .	<u>37,89,298</u>

V. *A. & N. Islands* . . . . . Nil

### VI. *L. M. & A. Islands*

Purchase of only one motor boat against two proposed . . . .	3,05,000
Chartering of a small vessel instead of a big one . . . .	1,26,000
TOTAL . . . .	<u>4,31,000</u>



## APPENDIX VII

(Vide Para 94)

*Statement showing the number of Scheduled Castes and Scheduled Tribes in each category of posts under the Administrations of Union Territories as on 1-1-58*

Name of Union Territory	Total strength				Number of persons belonging to											
					Scheduled Castes						Scheduled Tribes					
	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV	Class I	Class II	Class III	Class IV
1. Himachal Pradesh Administration . . . . .	36	318	2,939	..	..	2	367	344	5	18	654	754				
2. Tripura Administration . . . . .	54		4,453			284						458				
3. Manipur Administration . . . . .	59	440	18,061	3,656	Sch. Castes & Sch. Tribes											
4. Delhi Administration . . . . .				=22,216		..	432	774	..	..	..	..				
5. Andaman and Nicobar . . . . .					There are no Scheduled Castes and Scheduled Tribes in Andaman and Nicobar Islands.											
6. Laccadive, Minicoy and Amindivi Islands. . . . .					There are no Scheduled Castes in these islands. The inhabitants of these islands have been classified as Scheduled Tribes.											

(Figures of persons in service not available).

*Statement showing the number of scheduled caste and scheduled tribe employees working under the Himachal Pradesh Administration against the number of posts reserved for them*

Class	Number of posts reserved for			Number of persons actually employed		
	Scheduled Castes	Scheduled Tribes	Total	Scheduled Castes	Scheduled Tribes	Total
Class I	8	4	12	..	3	3
Class II	36	14	50	6	3	9
Class III	1,842	400	2,242	792	106	898
Class IV	788	172	960	502	99	601
GRAND TOTAL	2,674	590	3,264	1,300	211	1,521

## APPENDIX VIII

(Vide Para 96)

*Details of the land reform measures introduced or proposed  
to be introduced in the Union Territories*

### DELHI

The Delhi Land Reforms Act was passed in 1954. Under this Act Bhumidhari rights are conferred on certain classes of occupancy and non-occupancy tenants. When such rights are conferred in respect of land held by an occupancy tenant under section 5 of the Punjab Tenancy Act, 1887, or in respect of land held under Patta Dawami or Istmrari by tenants with right to transfer by sale, the person on whom such rights are conferred has to deposit in Government Treasury an amount equal to four times the land revenue. In other cases, on conferment of Bhumidhari rights, the tenant has to pay a compensation, either in lump sum or in instalments, which is to be passed on to the proprietor or land holder. The Act also provides for acquisition of certain rights of proprietors in waste lands, pasture lands or lands of common utility and vesting of such lands in Gaon Sabhas. The Act applied only to the rural areas comprising of 291 villages. Up to the 31st August, 1958 more than 9,000 Bhumidhari certificates (including over 3,000 certificates to self-cultivators) were issued in 158 villages. The slow progress was mainly due to a stay order of the Punjab High Court which was in force upto the 6th April, 1956.

The law also prohibits grant of leases in future except by owners holding less than 8 standard acres and persons suffering from disability. Tenancies granted by small holders shall have to be for a minimum term of five years.

The maximum rent fixed under the Act is 1/5th of the gross produce. A ceiling has been fixed on future acquisitions at 30 standard acres. The Act also contains provisions for the setting up of co-operative farms.

The East Punjab Holdings (Consolidation and Prevention of Fragmentation) Act, 1948, was also extended to Delhi. Up to 31st August, 1955, the consolidation work was completed in 136 villages. Since then the work has been temporarily halted because of the fact that the implementation of the Land Reforms Act would alter the proprietary rights of many peasants and reconsolidation of holdings might become necessary as a result thereof. This work is expected to re-start in 1959-60 and completed in 1960-61. The results of a survey made in 1954-55 in a village after consolidation showed that the average increase in yield per acre was Rs. 29.72 and that there was also a saving of Rs. 12.50 per acre in operational costs.

### HIMACHAL PRADESH

The Himachal Pradesh Abolition of Big Landed Estates and Land Reforms Act, 1953, came into force in 1954. The Act gives an option to occupancy tenants to acquire ownership on payment of compensation. A land owner can also resume for personal cultivation from a non-occupancy tenant

$\frac{1}{4}$ th of his tenancy subject to a maximum of 5 crores. Non-occupancy tenants are also entitled to acquire ownership rights in non-resumable areas on payment of compensation.

The Act provides for acquisition by Government of estates assessed to annual land revenue exceeding Rs. 125/- (in respect of Chamba District the corresponding limit is 30 acres). Compensation has been provided in cases of such acquisition.

The law also prescribed a maximum rent which is  $\frac{1}{4}$ th of the gross produce.

Implementation of the Act has not made sufficient progress on account of stay orders passed by the Supreme Court. The stay order is still in force.

Legislation for consolidation of holdings was enacted for this territory in 1953 and work on consolidation of holdings is proceeding.

### TRIPURA

Comprehensive legislative proposals for the acquisition of estates and introduction of land reforms in the territory are being formulated. The proposed legislation will provide for abolition of intermediaries, tenancy reforms, ceilings on existing and future acquisitions and prevention of fragmentation.

At present, tenancies are regulated by the Land Lord Tenant Law of Tripura which provides for fixity of tenure of ryots as well as under-ryots. Crop-sharers are, however, not protected.

### MANIPUR

There are no intermediary tenures in Manipur. Tenancies in this territory were not regulated till March, 1956 when the South Kanara Cultivating Tenants Protection Act was extended to this territory. This Act expired on 6-3-58 and from that date the Bombay (Vidarbha Region) Agricultural Tenants (Protection from Eviction and Amendment to Tenancy Laws) Act, 1957 has been extended to this territory. This Act will expire on the 31st December, 1959. A comprehensive land reforms measure for the territory is being formulated and the legislative proposals contemplated include provisions as to the maximum rent payable by tenants, security of tenure, conferment of ownership on tenants in respect of land which are non-resumable by land-lords, ceiling on holdings, prevention of fragmentation, etc.

### LACCADIVE, MINICOY & AMINDIVI ISLANDS

No land reforms have been introduced so far in the Islands. A proper survey of the lands has yet to be conducted. Private lands are free from any tax. A tree-tax is, however, collected on the bearing trees on Government lands. It is proposed to conduct survey and settlement of these Islands when the tree-tax can be transferred to land.

### ANDAMAN & NICOBAR ISLANDS

No land reforms have so far been introduced in these Islands. The allotment and administration of land is carried on in accordance with the Andaman and Nicobar Islands (Land Tenure) Regulation, 1926, and the Rules made thereunder. Draft of a new Regulation is under compilation.

## APPENDIX IX

(*Vide Para 96*)

*Statement showing the progress of co-operative movement in the Union Territories:*

**DELHI.** There are 630 Rural Co-operative Societies of different types covering almost all villages of the territory. They include 371 Thrift and Credit or Multi-purpose Societies, 19 large sized co-operative societies, 5 marketing societies and 47 co-operative societies of artisans. Nearly one-third of the rural population is covered by the co-operative movement.

The credit societies have disbursed loans to the extent of nearly Rs. 27 lakhs during the co-operative year ended 30-6-1958. The marketing societies which arrange for the marketing of agricultural produce and also supply the requirements of the members, transacted business of over Rs. 6 lakhs during the same year. The Delhi State Co-operative Bank has intensified its activities in the rural field and now provides credit facilities to the village co-operatives to the extent of Rs. 24 lakhs. The distribution of improved seeds and chemical fertilizers has been entrusted to co-operative societies. After its reorganisation last year, the Vegetable and Fruit Growers Co-operative Federation has also been making satisfactory progress. The Federation has now 71 Primary Co-operative Societies as its members and during the previous co-operative year, it had supplied them seeds worth Rs. 40,000. The Co-operative Societies for the development of dairy and poultry farming are also doing useful work.

**TRIPURA.** A statement showing the year to year progress of the movement in Tripura is attached (Annexure I). The difficulty with regard to supply of agricultural credit was surmounted by the setting up of the State Co-operative Bank and now the loan programme is progressing quite satisfactorily. Agricultural loans issued during the year 1957-58 amounted to Rs. 5 lakhs. Primary Marketing Societies have been set up only recently.

There are 41 Weavers Co-operative Societies with a total membership of 3,000. The total loan advanced to these Societies is about Rs. 39,000/- The members produce articles worth about Rs. 1.2 lakhs per year.

**HIMACHAL PRADESH.** On its formation in 1948, Himachal Pradesh inherited 663 Co-operative Societies of which as many as 614 were in Sirmur State, 35 in Chamba, 12 in Mahasu and 2 in Mandi. These Societies had not been properly organised, the supervisory staff did not have adequate training, the capital held by most of the Societies was meagre, accounts were not maintained properly and a considerable number of them did not have even the statutory number of 10 members.

Persistent efforts, however, resulted in steady progress, as will be seen from the following figures :—

(Rs. in lakhs)

Year	No. of Societies	Member-ship	Working Capital
1947-48 . . . . .	732	18,075	9.95
1948-49 . . . . .	761	18,935	11.42
1949-50 . . . . .	772	22,381	15.38
1950-51 . . . . .	843	24,604	21.61
1951-52 . . . . .	967	30,252	34.75
1952-53 . . . . .	936	32,528	47.66
1953-54 . . . . .	671	36,560	54.76
1954-55 . . . . .	700	42,649	106.93
1955-56 . . . . .	754	50,949	151.03
1956-57 . . . . .	787	58,239	154.61

There was a decline in the number of societies after 1951-52 due to the amalgamation of small co-operative societies in Sirmur District in order to make them viable units. The following figures illustrate how the number of societies went on changing :—

1. Number of Societies inherited in 1948 . . . . .	663
2. Number of societies amalgamated with other societies . . . . .	573
3. Total number of societies remaining after amalgamation. . . . .	90
4. Number of societies organised from 1948-49 to 30-6-57 . . . . .	697

These 697 societies, included 21 Tehsil Unions, 5 District Federations, 1 State Federation and 1 State Apex Bank with 14 Branches. Emphasis was also laid on the setting up of multi-purpose societies as recommended by the Reserve Bank of India.

Annexure II indicates the progress made by these societies during the year 1954-55 to 1956-57.

**MANIPUR.** No separate scheme in respect of development of co-operative societies was introduced in the First Five Year Plan of the Administration. A scheme costing Rs. 12.91 lakhs was incorporated in the Second Five Year Plan for the organisation of the following :—

- (a) One Apex Bank.
- (b) One Apex Marketing Society.
- (c) One Primary Marketing Society.
- (d) 25 large sized societies.
- (e) One Land Mortgage Bank.

Towards the commencement of the Second Plan there were 20 Agricultural Credit Societies. Most of these societies were, however, financially weak. Since the commencement of the Second Plan, the Apex Bank, the Apex Marketing Society, the Primary Marketing Society and 12 out of the 25 large sized societies contemplated in the Plan have been set up. The following financial assistance has been made available to the societies organised so far :—

	Rs
(i) Share capital contributions . . . . .	2,03,500
(ii) Staff Subsidy :	
(a) 1956-57 Rs. 3,324 } . . . . .	42,398
(b) 1957-58 Rs. 39,074 }	
(iii) Subsidy for Godowns . . . . .	18,250
(iv) Advance for Godowns . . . . .	41,000
	<hr/>
	3,95,148
	<hr/>

Organisation of Co-operative Societies in the villages is being taken up.

**ANDAMAN AND NICOBAR ISLANDS :** There are 19 Co-operative Societies in South Andaman, 9 in Middle Andaman and 6 in North Andaman, 14 in Car Nicobar and 13 in Nancowrie group of Islands. The societies in Nicobar group of Islands which trade in coconuts and arecanuts are doing well. The societies in the Nicobar group of islands hold 50% interest in a trading company known as the "Car Nicobar Trading Co.". Similarly the societies in Nancowrie group hold 50% interest in the "Nancowrie Trading Co.".

The Co-operative Societies in Middle and North Andaman are mainly co-operative stores catering to the needs of the refugee settlers and have made satisfactory progress. The co-operative movement has however, not made much headway in the South Andaman and some of the Societies have either been wound up or are under liquidation.

**LACCADIVE, MINICOY AND AMINDIVI ISLANDS :** Proposals to frame a Co-operative Societies Regulation for the Islands are under consideration. Informal Co-operative Stores have, however, been started in the Islands with share capitals ranging from Rs. 1,500 to 4,500.

**Annexure I**  
*Statement showing the year to year Progress of the Co-operative Movement in Tripura*

	1952-53	1953-54	1954-55	1955-56	1956-57	1957-58
No. of Co-operative Societies	17	37	93	150	250	393
Total Membership	1,297	4,096	6,335	9,398	14,919	30,000 (Approx)
Villages covered	85	185	465	750	1,250	1,965
	Rs.	Rs.	Rs.	Rs.	Rs.	(Approx)
Paid-up share capital	1,77,214	2,28,765	2,94,326	4,33,542	5,40,871	Not available
Working Capital	1,77,214	2,28,765	5,12,691	7,11,454	27,85,095	Do.
Loans advanced to members	..	46,816	65,008	1,74,568	1,63,000	Rs. 5,00,000



## Annexure II

*Statement showing the progress, made by Co-operative Societies in different categories during the years 1954-55 to 1956-57*

1. *H. P. State Co-operative Bank* : The loans advanced and recovered by the Bank (which has 12 Branches and two pay offices) were as follows:

Year	Loans made to		Recoveries made	
	Individuals	Societies	Individuals	Societies
	Rs.	Rs.	Rs.	Rs.
1954-55 . . .	23,64,552	20,13,294	3,42,903	14,12,100
1955-56 . . .	87,88,920	33,33,817	84,79,590	26,12,100
1956-57 . . .	1,02,19,813	23,99,753	1,04,33,849	19,12,100

The position in regard to recovery is not quite satisfactory for a few years due to poor crop yield.

2. *H. P. State Co-operative Dev. Federation*: The 5 District Federations and 21 Tehsil Co-operative Unions transacted the following business in supply and marketing :—

	Value of goods received	Value of goods sold
	Rs.	Rs.
1954-55 . . .	1,19,91,455	1,20,12,100
1955-56 . . .	90,20,883	1,01,12,100
1956-57 . . .	39,53,759	41,12,100

3. *Agriculture Multi-purpose Societies* which have been working with an emphasis on credit facility conducted the following business:—

Year	No. of Societies	Value of goods received	Value of goods sold	Loan advanced
		Rs.	Rs.	Rs.
1954-55 . . .	399	21,53,558	21,62,647	2,12,100
1955-56 . . .	470	38,19,712	38,84,323	5,12,100
1956-57 . . .	499	18,58,245	18,92,042	8,12,100

The figures in respect of Non-Agricultural Multipurpose societies whose activity is largely confined to supply and marketing, are given below : —

Year	No. of Societies	Value of Goods received	Value of Goods sold
		Rs.	Rs.
1954-55 . .	21	56,001	68,442
1955-56 . .	25	1,20,994	1,19,943
1956-57 . .	28	50,145	36,078

4. *Agricultural Credit Societies* conducted the following business :—

Year	No. of Societies	Loans advanced	Loans recovered
1	2	3	4
		Rs.	Rs.
1954-55 . .	103	76,367	44,526
1955-56 . .	86	97,511	69,048
1956-57 . .	77	93,417	65,762

5. *Non-agricultural Credit Societies*: The credit business transacted by these institutions is tabulated below :—

1	2	3	4
		Rs.	Rs.
1954-55 . .	19	58,074	43,490
1955-56 . .	23	52,512	54,870
1956-57 . .	24	78,639	54,747

6. *Industrial Co-operative Societies*: There are 33 such societies of which 9 are Leather Industrial Co-operatives. The business transacted by these 9 societies was as follows :—

		Value of Goods		
		Manufactured	Purchased	Sold
		Rs.	Rs.	Rs.
1954-55 . .	22,780	49,146	49,146	
1955-56 . .	98,297	98,777	1,11,838	
1956-57 . .	11,805	36,345	37,22	

# APPENDIX X

(Vide paras 102, 104 and 140)

## A. Statement showing targets and achievements of Delhi in relation to First Five Year Plan.

(Rupees in lakhs)

S.No.	Head of Development	Targets	Progress of Expenditure during					Achievements (Total expenditure during five years)
			1951-52	1952-53	1953-54	1954-55	1955-56	
1	2	3	4	5	6	7	8	9
1.	Agriculture	86.5	13.40	15.15	13.09	13.65	13.13	68.42
2.	Animal Husbandry	9.5	0.98	1.09	1.62	2.11	2.20	8.00
3.	Dairying & Milk Supply	4.9	..	..	0.03	0.08	0.09	0.20
4.	Forests	2.7	0.13	0.12	0.22	0.14	0.17	0.78
5.	Co-operation	4.7	0.21	0.78	0.55	1.44	1.50	4.48
6.	Fisheries	2.4	0.39	0.34	0.42	0.40	0.42	1.97
7.	Irrigation Projects	17.0	..	..	..	0.02	0.03	0.05

8. Cottage Industries	.	.	4.8	..	1.11	3.73	8.76	9.19	23.09
9. Roads	.	.	25.00	0.5	2.3	7.93	7.54	5.69	23.96
10. Road Transport	.	.	276.00	38.3	18.8	52.2	52.9	32.9	195.1
11. Education	.	.	338.4	37.69	45.34	50.66	65.44	62.14	261.27
12. Medical and Public Health	.	.	131.1	3.76	12.34	8.23	16.91	32.74	73.98
13. Housing	.	.	..	..	..	..	..	25.35	25.35
14. Labour and Labour Welfare	.	.	1.0	..	..	0.05	0.20	0.25	0.50
15. National Water Supply and Sanitation Scheme	.	.	50.0	..	..	..	..	.	..
<b>TOTAL</b>			954.00	95.36	97.37	138.73	169.59	186.10	687.15
			Target		954.00				
			Achievement		687.15				
			Shortfall		266.85 or say 28% apprx.				

**B. Statement showing the Targets & achievements (so far) in the Second Plan for Delhi**

(Rs. in Lakhs)

Name of the Scheme	1956-61 Plan Provision		1956-57		1957-58		1958-59	
	Budget	Revised	Actuals	Proposed	Budget	Revised	Budget	Revised
<b>I</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6</b>	<b>7</b>	<b>8</b>	
Agricultural Production	11.58	1.28	1.81	0.02	1.05	1.09	7.17	
Minor Irrigation	35.61	2.54	2.08	0.18	2.21	2.49	3.47	

I	2	3	4	5	6	7
Land Development	2.85	..	0.19		0.48	0.06
Animal Husbandry	32.30	4.36	3.00	0.88	2.82	2.68
Forests and Soil Conservation	11.40	1.20	1.00	0.39	1.09	1.62
Cooperative and Warehousing	35.15	5.85	3.83	0.24	4.96	4.99
Fisheries	7.43	1.00	0.23	0.04	0.26	0.25
Miscellaneous	2.38	..	..	..	..	..
C. D. & N.E.S.	51.30	9.60	13.77	0.64	10.17	11.30
Irrigation	16.63	2.00	0.27	..	2.00	0.45
Power	403.75	70.00	70.00	106.70	..	75.96
Village and Small Industries	181.45	9.13	18.62	17.04	24.05*	23.01*
Roads	38.00	8.00	8.00	2.93	..	3.07
Education	380.00	51.20	24.34	6.20	37.03	66.26
Health	260.30	33.43	20.74	14.42	15.61	8.59
Housing	190.00	45.20	53.81	48.83	30.00	29.00
Welfare of Backward Classes	15.15	2.05	2.05	1.02	7.53	3.78
Labour Welfare	9.50	1.00	0.10	..	0.34	0.09
Publicity	2.59	0.20	0.20	0.03	0.09	0.12
Statistics	4.75	0.20	0.04	..	0.16	0.26
Printing	5.23	.	..	..	..	..
Grand Total	1697.35	248.24	224.08	199.56	139.85	235.07
						421.59

\*Excludes Industrial Estates.

## APPENDIX XI

(Vide para 106)

*Statement showing the No. of educational institutions in Delhi, their enrolment, the literacy percentage and the No. of adults made literate so far*

### I. NO. OF EDUCATIONAL INSTITUTIONS AND ENROLMENT

The number of lower primary, primary, high and higher secondary schools in the Territory and the number of students on roll on 1.11.1957 was as follows :—

	No.	Enrolment
(i) Lower Primary i.e. Nursery Schools . . . . .	8	533
(ii) Primary and Basic Schools . . . . .	588	1,41,722
(iii) Middle Schools . . . . .	142	49,951
(iv) High Schools . . . . .	74	59,172
(v) Higher Secondary Schools . . . . .	113	90,100
TOTAL . . . . .	925	3,41,478

### II. LITERACY PERCENTAGE

The literacy percentage in the Territory of Delhi as compared to some other States on the basis of the census figures of 1951 is as follows :—

Delhi . . . . .	40%
Punjab . . . . .	19.8%
U. P. . . . .	14%
Rajasthan . . . . .	8.6%
Bombay . . . . .	30.3%

In the opinion of the Bureau of Statistics and Economics, this percentage has at present risen to 42%.

### III. NO. OF ADULTS MADE LITERATE SO FAR

The number of adults made literate so far is as follows :—

(i) By Delhi Adm. in Rural areas . . . . .	50,752
(ii) By Delhi Municipal Corporation . . . . .	30,438
(iii) By N.D.M.C. . . . .	1,136
TOTAL . . . . .	82,326

(Since social education is also part of Community Development, this work in the rural areas is the responsibility of the Administration while in the urban areas this is shared by the Delhi Municipal Corporation and the N.D.M.C.)

## APPENDIX XII

(Vide Para 128)

*Details of the Delhi Milk Supply Scheme. the progress made in its execution and liabilities incurred so far.*

The scheme includes, *inter alia*,

- (i) procurement of milk to be handled under the scheme (about 7000 maunds daily) from the rural areas of Delhi, Punjab and Uttar Pradesh and establishment of a chain of nearly 30 milk collection and chilling centres for that purpose ;
- (ii) establishment of a Central Dairy and plant to process milk and to manufacture milk products in Delhi ;
- (iii) the establishment of a Cattle Colony to resettle the milch animals (and their owners) which will be dislodged from the city. It is intended that colonisation would be confined to such persons as are mainly engaged in the milk trade and possess 10 or more milch animals ;
- (iv) setting up of an organisation for the sale of milk and milk products to the public and institutions in the city ; and
- (v) constitution of a Milk Board to take charge of the planning and implementation and control of the scheme.

The following progress has been made with the work of implementation of the scheme :—

(i) *Milk Collection and Chilling Centres* :—Locations for 20 out of 30 milk collection and chilling centres have been decided. Land for eight has been acquired, while for the remaining 12 is being acquired. Buildings for two are nearing completion, while those for the remaining are being taken up by the C.P.W.D. Equipment required for 15 milk collection and chilling centres has been ordered, while that for another five is being ordered.

(ii) *Central Dairy*.—Land required for the Central Dairy has been acquired (the Dairy is located near the West Patel Nagar Railway Station) ; buildings are under construction by the C.P.W.D. and are expected to be completed by about the end of July, 1959 ; most of the equipment has been ordered and has been received at site or is on the way ; and work of installation of equipment has started. The Dairy is expected to be ready for operation about September, 1959.

(iii) *Milk Sales Organisation*.—Locations for 257 milk depots and all-day milk shops have been fixed and efforts are being made to secure the required premises.

(iv) *Milk Board*.—Pending the constitution of the Statutory Milk Board, the scheme is being looked after by an *Ad Hoc* Milk Board, while

representatives of the Ministries concerned with the implementation of the scheme are its members. The *Ad Hoc* Milk Board has also a member each from Delhi, Uttar Pradesh and Punjab.

(v) *Cattle Colony*. —It has recently been decided in consultation with the Municipal Corporation, Delhi, Delhi Administration, Ministry of Home Affairs, and Planning Commission to revise the original cattle colony part of the Delhi Milk Scheme. A revised scheme has now to be worked out.

The following liabilities have been incurred so far on the scheme :—

	Rs.
(i) Purchase of land . . . . .	7,79,293
(ii) Purchase of equipment . . . . .	1,22,20,200
(iii) Buildings . . . . .	38,97,100
(iv) Others . . . . .	80,093

—————



## APPENDIX XIII

(Vide Para 141)

### *A note on civic amenities in the out-lying colonies of Delhi*

The provision of amenities like electricity, filtered water-supply, drainage, etc., is the responsibility of both the coloniser as well as the local body. The coloniser is responsible for all internal developments and the local body has to provide the trunk services such as bulk supply of electricity, trunk water mains and trunk sewer mains. It is true that in a number of colonies these civic amenities are lacking.

2. In some of the colonies developed by the Ministry of Rehabilitation, the internal services have not yet been provided, but are expected to be laid in the near future. In other Rehabilitation colonies where internal services have been provided, connections with trunk mains are not available, as the latter have either not been laid or are just in the process of being laid. But in a majority of these cases, trunk facilities will have been provided in the next year or so. In the case of some private colonies, the internal services have been laid or are under completion and will be connected to the trunk services as soon as they are laid. In the case of some other colonies, there has been no attempt on the part of the coloniser to provide the internal services and the question as to how best these services can be provided is being studied by the Corporation and the Town Planning Organisation and their final recommendations will be made in the Master Plan.

3. A number of rehabilitation and private colonies on the Najafgarh Road will be benefited by the water-supply main which is being laid by the Corporation from the Industrial Area Reservoir to Tilak Nagar at a cost of Rs. 39 lakhs. From this trunk main, distribution mains will be laid by the colonisers or by the Rehabilitation Ministry, as the case may be. On completion of these works, filtered water-supply will be available in all the private and rehabilitation colonies on the Najafgarh Road. For disposal of sewage from these colonies, a sewage treatment plant has been built west of the Najafgarh Road near Keshopur. Trunk sewer main to this plant is being laid on the Najafgarh Road at a cost of Rs. 34 lakhs by the Delhi Municipal Corporation. Internal sewer mains will be laid by the various colonisers and the Ministry of Rehabilitation, as the case may be. When these works are completed, all the colonies on that road will have proper sewerage facilities. In regard to supply of electricity, all the colonies in this area are provided with electric supply.

4. A number of private colonies and Government colonies are in the north of Delhi. The Corporation is laying water mains to provide water supply to these colonies at a cost of Rs. 5 lakhs. A sewage treatment plant has been built in North Delhi near the Coronation pillar. Trunk mains to this plant are being provided soon by the Corporation when the sewerage facilities will be completed in all these colonies.

5. Towards the south of Delhi, there are a number of private, rehabilitation and Government colonies. In the case of Government colonies all the

facilities are provided by Government. In the case of others, certain facilities have been provided and certain others, like water-supply and sewerage have yet to be provided, because trunk mains have yet to be laid for these services by the Corporation. The laying of trunk mains for water-supply will depend on the schemes for augmentation of water-supply. In regard to sewers, the requisite have been or are being sanctioned by the Corporation.

6. There are a number of other unauthorised colonies where none of these services now exist. These will have to await the formulation of proper lay-out before schemes for development can be undertaken, and also to a certain extent on the study that is being made by the Town Planning Organisation and on the preparation of the Master Plan by that Organisation. The question of preparing suitable lay-out for these colonies is engaging the attention of the Corporation.

---

# APPENDIX XIV

(Vide Para 144)

Statement showing the crime Situation in the Capital during the years 1948—58

Year	Population in lakhs	Dacoity	Murder	Attempt to murder	Riots	Robbery	Burglary	Thefts	Remarks
1	2	3	4	5	6	7	8	9	10
1948	16.25	17(1.06)	71(4.36)	66(4)	67(4.1)	109(6.7)	1708(105.1)	6500(400)	Figures in Brackets relate to per lakh of the population.
1949	18.7	9(.5)	78(4.2)	59(3.1)	89(4.7)	116(6.2)	1658(88)	5250(280.7)	
1950	17.42	8(.5)	60(3.4)	53(3)	91(5.2)	73(4.19)	1294(74.2)	4850(278.4)	
1951	17.44	6(.3)	62(3.5)	30(1.7)	58(3.3)	71(4)	1157(66.3)	4226(242.3)	
1952	18.25	4(.2)	74(4)	39(2.1)	92(5)	70(3.8)	1138(62.3)	4103(224.8)	
1953	19.25	..	60(3.1)	43(2.2)	69(3.5)	38(1.9)	1200(62.3)	4012(208.4)	
1954	20.25	1(.04)	73(3.6)	44(2.1)	83(4.1)	61(3)	1319(65.1)	4339(214.1)	
1955	21.25	1(.04)	42(1.9)	59(2.7)	73(3.4)	35(1.6)	1191(56)	4223(198.7)	

1	2	3	4	5	6	7	8	9	10
1956	22.25	3(·13)	56(2·5)	39(1·7)	79(3·5)	39(1·7)	1193(53·6)	4477(201·2)	
1957	23	1(·04)	54(2·3)	46(2)	84(3·6)	57(2·47)	1328(57·7)	5583(242·7)	
*1958	Not available	2	65	Not available	Not available	43	Not available	5993	

\*Furnished by the Minister of Home Affairs in reply to U.S.Q. No. 629 dated 20-2-59.

(Other figures are as follows :—

Assault on women	.	.	.	68
Unnatural offences	.	.	.	13
Cheating	.	.	.	333
Other Crimes	.	.	.	8,997)

## APPENDIX XV

(Vide Para 159)

### *Composition and functions of the Public Relations Committee and the Industrial Advisory Board, Delhi*

Besides the Chairman and a Secretary, the Public Relations Committee consists of 22 members who are all non-officials. The Industrial Advisory Board consists of 39 members including prominent industrialists, Members of Parliament, Municipal Councillors, etc. The Chairman of the two Committees get a fixed salary of Rs. 1,000 per month. The members do not receive any allowance or honorarium for attending the meetings. They are however paid conveyance allowance upto a maximum of Rs. 5 per meeting.

The functions of the Public Relations Committee are to keep the administration in touch with the informed public opinion in the Territory and to disseminate correct information about Government's activities, particularly in fulfilment of the Five Year Plans. It meets generally once a month and has dealt with various important problems such as anti-corruption, road traffic, difficulties of public vehicle passengers, nuisance created by beggars and unauthorised hawkers, lunatics, lepers, law and order and various other matters connected with the civic advancement of the Territory. In addition, 9 Zonal Committees have been set up, one for each of the police districts in which Delhi has been divided. These Committees function under the overall guidance of the Chairman with the Ilaka Magistrates as conveners and respectable persons from various walks of life of the Ilaka as members.

The main functions of the Industrial Advisory Board are as follows :—

#### (i) *Planning*

- (a) To take stock of the existing Industries and in the light of present developments examine the directions in which the productive capacity of the Administration could be developed further.
- (b) To advise the Government on means and methods to harness the productivity capacity of industries and individual factories now lying idle.
- (c) To explore the possibilities of inspection of industries of national importance for which private enterprise is not readily forthcoming.
- (d) To advise Government on all questions relating to the development of cottage, Khadi, handloom, etc. industries and various handicrafts

#### (ii) *Financial Assistance*

To advise the Government on the question of affording financial assistance to needy industries.

(iii) *Procurement of land for industrial purposes*

To advise the Government on matters of requirements and procurement of land for industrial purposes, of establishing new industries and shifting existing industries to new sites and other allied matters.

(iv) *Power and Water Supply*

To advise the Government on the matters of supply of power and water to industrial establishments and also suggest provision for their future development.

(v) *Location*

To examine the suitability of different areas for housing industrial establishments.

(vi) *General*

(a) To advise the Government regarding action on the lines of the Industries (Development and Control) Act, 1951 and such matters as may be referred to it, and

(b) to make recommendations to the Government on any other industrial matters consistent with the Govt. policy.

The Board meets as often as necessary but not less than once in three months.

## APPENDIX XVI

(Vide Para 165)

*Details of allocations under different heads of development and actual expenditure incurred during First Five Year Plan for Himachal Pradesh.*

(Figures in lakhs of Rs.)

Sl. No.	Head of Development	Plan Provision	Total Expenditure
		(1951-56)	(1951-56)
1.	Agariculture . . . . .	34.5	27.20
2.	Animal Husbandry . . . . .	9.4	5.74
3.	Forests . . . . .	17.8	11.43
4.	Co-operation . . . . .	26.8	24.65
5.	Fisheries . . . . .	1.5	0.60
6.	Rural Development . . . . .	4.2	0.50
7.	Irrigation Projects . . . . .	57.0	33.57
8.	Power Projects . . . . .	35.4	19.02
9.	Cottage Industries . . . . .	12.7	8.88
10.	Roads . . . . .	235.0	225.41
11.	Road Transport . . . . .	17.1	18.13
12.	Education . . . . .	50.0	45.18
13.	Medical . . . . .	24.2	20.00
14.	Public Health . . . . .	44.3	31.23
GRAND TOTAL . . . . .		569.99	471.45

## APPENDIX XVII

(Vide Paras 203 & 205)

*A. Statement showing targets and achievements of Manipur in relation  
First Five Year Plan*

(Rs in lakhs)

S. No.	Head of Development	Target	Progress of Expenditure during					Achievement (Total Expenditure during five years)
			1951-52	1952-53	1953-54	1954-55	1955-56	
1	2	3	4	5	6	7	8	9
1.	Agriculture .	0.8	..	..	..	0.4	0.5	0.9
2.	Animal Husbandry .	2.5	..	0.1	0.2	0.3	0.8	1.4
3.	Forests .	3.0	..	0.2	0.6	0.8	1.1	2.7
4.	Co-operation .	0.4	..	..	..	..	1.0	1.0
5.	Power Projects .	12.0	..	0.6	0.1	0.7	8.3	9.7
6.	Cottage Industries .	0.6	..	..	..	1.7	0.9	2.6
7.	Roads .	81.3	..	11.6	13.7	14.1	15.9	55.3
8.	Road Transport .	10.5	..	..	4.0	0.9	1.6	6.5
9.	Education .	17.7	..	1.4	3.1	4.4	6.5	15.4
10.	Medical & Public Health .	27.0	..	0.3	0.9	1.1	10.4	12.7
TOTAL .		155.2	..	14.2	22.6	24.4	47.0	108.2

Target . . . 155.2

Achievement . . . 108.2

Shortfall . . . 47.0 or say 30%



*B. Second Five Year Plan for Manipur—Total outlay and expenditure for 1956-57 and 1957-58.*

*(Rs. in lakhs)*

S. No.	Head of Development	Plan Outlay 1956-61	Progress of Expenditure			Plan Ceilings 1959-60
			1956-57 Actuals	1957-58 Actuals	1958-59 Revised	
1	2	3	4	5	6	7
1.	Agricultural Production .	10.65	0.41	0.69	1.43	1.96
2.	Land Development .	0.28	..	..	.	..
3.	Animal Husbandry . .	4.28	0.23	0.17	0.70	1.28
4.	Forests and Soil Conserva- tion . . . . .	3.62	0.52	0.77	2.02	1.86
5.	Co-operation and Warehous- ing and Marketing . .	9.70	0.37	3.00	2.29	2.59
6.	Fisheries . . . .	1.42	0.06	0.18	0.19	1.00
7.	Miscellaneous . . .	0.60	..	..	..	..
8.	C. D. and N. E. S. . .	82.76	7.27	5.29	11.79	11.99
9.	Irrigation . . . .	3.50	.	..	..	0.50
10.	Power . . . . .	75.00	2.41	2.70	16.47	21.90
11.	Village and Small Scale In- dustries . . . . .	22.20	..	0.12	4.50	5.85
12.	Roads . . . . .	190.00	18.19	42.62	48.16	50.00
13.	Road Transport . . .	19.00	3.10	5.07	5.40	4.00
14.	Tourism . . . . .	2.22	..	..	..	0.50
15.	Education . . . . .	57.00	0.32	0.76	8.84	20.00
16.	Health . . . . .	49.25	2.58	2.63	5.95	12.96
17.	Housing . . . . .	10.60	0.49	2.42	8.00	3.00
18.	Welfare of Backward Classes	69.25	11.84	12.52	17.57	16.25
19.	Social Welfare . . . .	2.00	0.14	0.25	0.43	0.40

1	2	3	4	5	6	7
20. Labour and Labour Welfare		4.00	..	..	0.13	.
21. Plan Publicity . . .		2.85	..	0.05	0.39	1.10
22. Statistical Organisation .		2.52		.	0.16	0.36
23. Imphal Municipality . .		2.53	.	0.60	..	1.93
GRAND TOTAL .		625.23	47.93	79.84	134.42	159.43

## APPENDIX XVIII

(Vide Para 255)

*A. Statement showing the first plan, provisions for Tripura and achievement under different heads*

Heads of Development	Plan pro- vision	Achieve- ments (Expendi- ture)
1	2	3
<i>State Plan</i>		
Agricultural Production . . . . .	8.6	3.36
Animal Husbandry . . . . .	3.9	2.34
Fishery Development . . . . .	1.4	1.03
Forests . . . . .	10.98	7.42
Cooperation . . . . .	1.9	0.55
Power Projects . . . . .	7.00	5.35
Industries . . . . .	7.80	5.89
Roads . . . . .	128.00	62.62
Medical . . . . .	20.1	11.64
Public Health . . . . .	6.7	3.48
Education . . . . .	30.51	14.38
TOTAL: STATE PLAN :	226.8	118.06
<i>Other Development Activities (Outside the First Plan)</i>		
Welfare of Backward Classes—		
(i) Welfare of Sch. Tribes . . . . .	25.63	21.13
(ii) Welfare of Sch. Castes . . . . .	0.61	0.36
C.D. & N.E.S. . . . .	25.71	15.98
Local Development Works . . . . .	1.75	1.66
TOTAL: OTHER DEVELOPMENT ACTIVITIES :	53.70	39.13

1	2	3
<i>Centrally Sponsored Plan</i>		
Agriculture . . . . .	4.81	2.58
Medical . . . . .	9.50	8.61
Public Health . . . . .	2.82	2.81
Education . . . . .	39.06	26.67
TOTAL . . . . .	56.19	40.67

*B. Statement showing the allocations in the Second Five Year Plan for Tripura and the progress of expenditure in 1956-57, 1957-58 and 1958-59 together with the outlay proposed for 1959-60.*

*(In lakhs of rupees)*

S. No.	Head of Development	Plan Outlay 1956-61	Progress of Expenditure			1959-60 Ceilings
			1956-57 Actuals	1957-58 Actuals	1958-59 Revised	
1	2	3	4	5	6	7
1.	Agriculture Production .	27.34	2.43	7.01	7.55	7.55
2.	Minor Irrigation .	10.00	0.50	1.13	2.00	3.50
3.	Animal Husbandry .	9.13	0.43	0.77	2.20	3.40
4.	Dairying and Milk Supply .	2.46	..	0.33	2.00	1.88
5.	Forests and Soil Conservation . . .	13.42	2.44	3.33	2.99	3.00
6.	Fisheries	3.90	0.13	0.41	0.92	0.90
7.	Co-operation, Warehousing and Marketing . .	10.39	0.02	2.46	5.64	2.97
8.	C. D. and N. E. S. .	54.92	8.08	13.58	12.63	13.50
9.	Power . . . . .	33.35	7.02	3.12	12.36	12.00
10.	Village and Small Scale Industries . . .	41.63	1.66	7.51	9.83	10.25
11.	Roads . . . . .	304.00	48.19	98.84	103.02	65.00
12.	Education . . . . .	112.16	6.75	12.21	31.94	32.26
13.	Health . . . . .	104.53	7.28	9.70	12.25	25.41
14.	Housing . . . . .	3.00	1.25	1.44	1.21	0.50
15.	Welfare of Backward Classes	75.50	10.98	17.68	15.72	16.14

1	2	3	4	5	6	7
16. Social Welfare .		1.32	..		0.36	0.47
17. Labour and Labour Welfare.		1.30	0.03	0.05	0.07	0.07
18. Statistic . . .		0.90	..	..		0.08
19. Publicity . . .		2.60	0.16	0.20	1.37	0.50
20. Local Bodies and Urban Development		32.80	0.32	1.56	17.26	5.50
GRAND TOTAL .		846.55	97.67	181.33	241.32	204.82

## APPENDIX XIX

(Vide Para 303)

*Note on the implementation of the agreement with Messrs. P. C. Ray and Co furnished by the Inspector General of Forests, Min. of Food and Agriculture*

The North Andamans Agreement of Licence with M/s P. C. Ray and Co. (India) Private Ltd., was entered into in 1951 for the exploitation of the timber resources in the North Andamans. The agreement is valid for a period of 25 years with provision for extension, if desired.

The following are the important provisions of the Agreement imposing certain obligations on the firm:—

- (a) Clause 1 regarding security deposit of Rs. 10 lakhs to be made by the firm with the Govt.
- (b) Clause 6 regarding guaranteed minimum quantities of timber to be extracted and shipped by the firm.
- (c) Clauses 7 and 12 regarding Government's right to collect royalty on the timber extracted and shipped.
- (d) Clause 14 regarding method of price fixation for various type of timber and provision for sale of logs and scantlings.
- (e) Clause 18 regarding the submission of certain returns by the firm and time-limits for the payment of royalty.
- (f) Clause 29 regarding setting up of certain factories by the firm.
- (g) Clause 30 regarding cancellation of the Agreement and nonfulfilment of the obligations under Clause 29.

The position regarding the firm's performance under the contract in relation to the above-mentioned provisions, is as under:—

- (a) *The security deposit* of Rs. 10 lakhs was made with the Government after some delay.
- (b) *Guaranteed quantities of extraction*—Against the minimum quantities prescribed under Clause 6 of the Agreement, the firm has

extracted and exported the following quantities of timber from 1951 onwards :—

Year	Extracted quantity in tons	Quantity exported including that consumed in tons
1951-54 . . . . .	31,192	26,459
1954-55 . . . . .	23,491	20,677
1955-56 . . . . .	26,395	28,679
1956-57 . . . . .	35,266	22,347
1957-58 . . . . .	15,378	12,420

Under clause 7 of the Agreement, shortfalls in extraction and export are liable to payment of royalty. The firm, however, represented that it could not extract the minimum guaranteed quantities for the following reasons which were beyond its control :—

- (i) Delay in the allotment of coupes which resulted in wastage of manpower and dragging equipments;
- (ii) congestion of equipments due to non-opening of third felling series as originally suggested by the firm;
- (iii) extraction of unmarketable species at the instances of the Andamans Forest Department;
- (iv) non-availability of quota;
- (v) additional work of clearing land for colonisation entrusted to the firm; and
- (vi) death of elephants.

These reasons were examined by the Inspector General of Forests during his visit to Andamans in February 1957. According to him the main reason for the shortfall was that the yield of 75,000 tons per year prescribed in the Agreement was much more than what the working plan provided and was based on an incomplete appreciation of the prescriptions of the working plan. The quantity of 75,000 tons includes unmarketable species, unsound trees, and also over-mature trees. Actually, therefore, a substantial portion of the prescribed yield was not marketable for the purpose of the Agreement. The Inspector General of Forests therefore, recommended that as this point had been overlooked at the time of executing of the Agreement, the yield should be fixed at a floor level of 35,000 tons and a ceiling of 50,000 tons per annum. He also recommended that the recovery of royalty on shortfalls upto 1956 (amounting to Rs. 10.74 lakhs approximately) be waived. These recom-

mendations were examined in consultation with the Ministries of Home Affairs and Finance and a decision was taken that the recovery of royalty on shortfalls be waived as recommended, but these orders were not given effect to under the instructions of the Minister of Food and Agriculture who desired that as the working of the Agreement by the firm had not been satisfactory, this should be watched and the recovery of royalty should be waived only on their correcting their past omissions. Meanwhile, the Ministry of Finance intimated that they had withdrawn their concurrence to the waiver of the recovery and desired that the whole question should be examined *de novo*. (The amount of royalty on shortfalls upto 1956-57 is about Rs. 21 lakhs and upto 1957-58 about Rs. 30 lakhs).

The question whether in terms of the Agreement, royalty was recoverable on timber extracted or shipped was referred to the Ministry of Law which gave the following ruling in December, 1958.

“The Company is liable to pay royalty on timber shipped to the mainland and also royalty on difference between the guaranteed quantity and the quantity actually exported, if any, losses due to circumstances beyond the control of the licensee being not liable for royalty. If however, there has been any negligence on the part of licensee as a result of which timber is lost, the licensee will be liable for damages for the loss. The measure of damage for such negligence will be the amount of royalty that would have been payable on the goods lost”.

The question of waiver of royalty on shortfalls referred to in the last para was discussed with the Chief Commissioner and Chief Conservator of Forests, Andamans in December, 1958, in the light of the above ruling. In view of the earlier observations of the Inspector General of Forests and the fact that there would always be a difference between timber extracted and timber exported, it was felt that the maximum ceiling under Clause 6 of the Agreement should be fixed at 35,000 tons per year ; that the figures of extraction for the years 1951-58 should be scaled down in proportion and that the amount recoverable on shortfalls should be calculated on the basis of the lower ceiling figures thus arrived at. This recommendation is under examination in the light of information regarding the actual yearwise allotment of trees to the firm, the actual extraction and exports in comparison with figures relating to performance under departmental working.

(c), (d) & (e)—*Royalty etc.*

The firm had been constantly defaulting in payment of royalties due to Government. The matter was discussed with their representatives by the Inspector General of Forests during his visit to the Islands in February 1957 and the firm undertook to clear all the arrears at the earliest—Rs. 3 lakhs to be paid by the end of March, 1957 and the balance shortly thereafter. It was decided subsequently that with every further shipment from the Islands the firm should pay Rs. 50,000 towards the arrears of royalty. Though the firm promised to carry out these undertakings, they did not do so. The arrears continued to accumulate inspite of repeated reminders from the Andamans Administration and this Ministry. Upto the end of January, 1958, the amount due was reported to be Rs. 28.05 lakhs including royalty on shortfalls amounting to Rs. 10.18 lakhs upto the end of 1956. The amount due at the end of



January 1958 excluding royalty on shortfalls was Rs. 17.72 lakhs. This very unsatisfactory position was discussed with the representatives of the firm in September 1957 when the firm asked for a respite for about 2 months for the payment of all the Government dues and also for the settlement of the wages to labourers which they had not been paying for sometime and as a result of which there were serious labour troubles in their establishment. The respite asked for was agreed to as a special case in view of the firm's difficulties in paying the accumulated wages to labour, but it was found that their efforts towards liquidating their dues were still not satisfactory. At a further discussion with them in November, 1957 these deficiencies were brought to their notice and they were told that unless steps were taken to improve their methods Government would be forced to take drastic action against them. It was also laid down that the Company should ensure payment of royalties on current shipments irrespective of whether bills had been received from the Chief Conservator of Forests or not. Regarding the arrears of royalty, the firm agreed at the discussion to pay a lump sum of about Rs. 2-3 lakhs soon after 31-12-57 and to clear up the balance in instalments. These promises were also not fulfilled. During the period September to December, 1957 the firm tried to liquidate the arrears of labour wages. They did pay a part of the arrears and enforcement of the payment of the balance was left to be undertaken by the Chief Commissioner by making the recoveries as arrears of land revenue. In fact resort was taken to attaching some of their properties and auctioning them for this purpose. The Ministry of Food and Agriculture did not concern itself further with this question and left it to the Chief Commissioner.

*Prices and Returns.*—The conditions imposed in Clause 14 of the Agreement regarding methods of disposal and fixation of prices and those relating to submission of returns in Clause 18, had not been observed by the firm in working the Agreement. Though their attention had been drawn to this from time to time, it was reported that the firm continued to default in these respects. The result was that the basis of price fixation for the purpose of calculating royalty as provided for in the agreement had not been followed and Government had to adopt other formulae for calculating the amount due.

*Arrears of Royalty.*—The Chief Commissioner, Andamans, had reported from time to time the continued failure on the part of the firm in fulfilling the terms of the Agreement regarding payment of royalty as provided for in clause 18. Difficulties in fixing the rates of royalty in the absence of proper returns from the firm as provided for in the agreement led to delays in the Chief Conservator of Forests presenting bills to the firm for payment and several of the bills so preferred had been disputed by the firm from time to time. The result was large accumulation of arrears of royalty (other than that on shortfalls). It was reported that upto 12th June, 1957 the total amount payable by the firm was Rs. 16.06 lakhs. On the expiry of the period of respite granted to them in September, 1957, it was found that the firm did not pay up the arrears of royalty as promised and a notice was served on them on 11-3-59 requiring them to clear up the Government dues within a period of 30 days. The time was further extended on representations received from them; the period allowed for payment was extended upto 12th June, 1958 and advantage was also taken at that time to improve upon the agreement in certain respects and a supplemental agreement providing for payment of all the dues upto 12th June, 1957 was entered into. In spite of this the firm did not make all the payments and pleaded for further time. They questioned the correctness of the figures given by us and made certain counter claims. At a discussion with the Chief Conservator of Forests, Andamans on 31-7-58, it transpired that

some of these claims were correct and the amount due from them was not as much as was originally intimated by him. It was, therefore, decided that a short time upto 31st August, 1958 should be given to the firm to have all their claims completely verified and finally settled at Port Blair in consultation with the Chief Conservator of Forests and on the 5th August, 1958, a notice was served on them granting this extension of time with a clear warning that if the finally verified amount was not paid up by 31-8-58 the Agreement of Licence would stand terminated as from that date without any further intimation. Meanwhile, the firm had committed a further serious irregularity of issuing two bogus cheques totalling about Rs. 4.3 lakhs in part payment of the dues and the seriousness of this action was also brought to their notice asking them to show cause why action as permissible under the law could not be taken immediately against them. (This point was, however, dropped subsequently on certain explanations and apologies tendered by the firm). Even within the extended time however the firm could not make arrangements for verifying all their claims at Port Blair due to lack of timely communication with the Islands and Government had to agree to a further extension upto 15th October, 1958 for the same purpose. In granting this last extension it was made absolutely clear that this would be the very last extension which would be given to them for the purpose. During this period the firm managed to raise the funds required by them to pay all dues upto 12th June, 1957 by taking help from some other party and somehow they managed to clear up the arrears as provided for in the supplemental agreement and to get over a serious situation which would have otherwise resulted in the termination of the agreement.

The latest position regarding the dues from the firm is that on 31-12-58 a net sum of about Rs. 2.86 lakhs was due from them against which they had paid up Rs. 1.40 lakhs leaving a balance of Rs. 1.46 lakhs (These figures exclude arrears of royalty on shortfalls to be settled separately). As a result of our sad experience in dealing with this firm, with effect from April, 1958 we have made it a condition that no ships carrying the firm's timber from the Andamans would be allowed to sail until they had paid up an advance towards the royalty on the basis of an average price of Rs. 40/- per ton of the cargo. This has ensured that arrears would not accumulate in the future as happened in the past.

(f) *Setting up of certain factories.*

Clause 29 of the Agreement provides that the Company should set up a saw mill, a plywood factory and a seasoning kiln and clause 30 provides that within 18 months of the date of signing of the Agreement, orders for machinery etc. for the setting up of the above factories shall be placed by the company. Failure to set up these factories within 48 months of the date of signing of the agreement would be treated as sufficient ground for cancellation of the agreement. The firm has not so far carried out these obligations. After the expiry of the period of 48 months i.e., on 31-8-56, a notice was served on them to show cause why the penalty provisions in the agreement should not be invoked. The firm advanced certain reasons. These reasons were considered at a discussion on 31-1-1957 at which the representatives of the Ministries of Commerce and Industry and Law were present. The Law Ministry had earlier given a ruling that as the delay was not due to the fault of the company, they might be granted sufficient time for setting up these factories after allotment of the land. It was therefore, decided that the company should be granted extension of time so that they could complete the operation of the factories within an overall period of 16 months from the date

of handling over possession of the land and that in the event of their failure to do so, Government would be entitled to cancel the agreement and forfeit the security. The Chief Commissioner, Andaman and Nicobar Islands, reported that the site for the factories had been in the possession of the firm for a number of years and steps were being taken by him to get a formal lease executed. The company did not give unconditional acceptance of the arrangement. They further represented that the licence, they had secured earlier for importing the machinery had expired and had to be revalidated. This revalidation was got done and the firm was asked on 1-11-1957 to take immediate steps to keep to the schedule in importing machinery and setting up the plant as agreed to, failing which steps would be taken to terminate the agreement for a breach of the terms and conditions thereof. By 31-8-58 the revalidated period for the licences for importing machinery had also expired. The extended period of 16 months for erecting the factories also expired on 19-6-58. The firm had thus again failed to establish these factories by the extended date. The position was reviewed at a meeting in Delhi between the I.G.F., the Chief Commissioner and the Chief Conservator of Forests, Andamans in December, 1958. The Inspector General of Forests pointed out that apart from the fact that the position regarding supply of requirements of timber for the plywood industries on the maintained had considerably increased after the signing of the Agreement, the position of foreign exchange was so tight at the present moment that it would not be possible for him to certify that the money required for the establishment of the factories was inescapable at present. The firm is thus not in a position to import machinery now.

Accordingly, the position regarding the firm's obligation under the agreement for setting up these factories is being re-examined.

*(g) Cancellation of the agreement for non-fulfilment of the Firm's obligations*

Even though a situation which would have led to the cancellation of the agreement arose in August, 1958, the firm somehow managed to get over the crisis. The measures since taken to ensure non-accumulation of arrears have been fairly effective in that the amount due at the end of 1958 is only Rs. 1.46 lakhs as stated above. It will be seen that there are two major points still outstanding, namely, payment of royalty on shortfalls and non-fulfilment of the conditions regarding setting up of certain factories by the firm. The former is under examination and steps will be taken to effect recovery of the dues as soon as a final decision is taken. The latter point is also expected to be settled early.

---

## APPENDIX XX

### *Summary of conclusions/recommendations contained in the Report*

Serial No.	Reference to para No. of the Report	Summary of conclusions/recommendations
1	2	3
1	6	The Committee observe that under the present system the various Ministries deal with matters relating to Union Territories in more or less the same way as they deal with other States. Most of these areas excepting Delhi are backward and it has, therefore, to be borne in mind that their problems are more urgent and require special nursing. The Committee would, therefore, like the Ministry of Home Affairs to ensure that (i) at the Central level the entire set up remains flexible and responsive to the needs of these areas and cases of delay and bottlenecks are eliminated ; (ii) qualified and experienced staff is posted to the Union Territories so that they get at least the same standard of service, as is provided by the State Governments to the districts under them; and (iii) the policies laid down and recommendations made by the Central Government to the State Governments are implemented expeditiously in the Union Territories.
2	7	The Committee are of the view that the Ministry of Home Affairs, with its enormous responsibilities, such as, law and order, public services, Zonal Councils, matters relating to High Courts and Supreme Court etc. may not be able to devote the special attention and care that the Union Territories require. In order to ensure this and also to see that the above principles are fully observed, the Committee suggest that it would be desirable to place the subject "Administration of Union Territories" in charge of a separate Minister. With the staff already looking after the work relating to Union Territories and with the assistance of the various specialised Ministries at the Centre, he would be able to devote his entire attention to the speedy development of these areas.

1	2	3
3	8	The Committee suggest that since the Union Territories are a direct charge of the Central Government, it should be their endeavour to make them models of administrative efficiency expected of a Welfare State. The Committee further suggest that special and sustained efforts should be made by the Central Government to put into practice the Directive Principles of the Constitution in the Union Territories.
4	9	The Committee recommend that Advisory Committees should be set up for the Union Territories of Andaman and Nicobar Islands and the Laccadive, Minicoy and Amindivi Islands.
5	12	The Committee suggest that the question of having uniformity in the designation of the Administrators of the Union Territories might be considered.
6	13	In view of the fact that problems like lack of communications, shortage of personnel, lack of educational and health facilities, shortfall in the attainment of planned targets, etc. are common to all or most of the Territories, the Committee suggest that it would be useful to have conferences of Administrators at suitable intervals so that the steps to overcome these deficiencies might be chalked out with common consultation and the experiences gained exchanged.
7	14	The Committee understand that one officer in the Delhi Administration functions in a dual capacity as a Finance Secretary to the Delhi Administration and also as a Deputy Secretary in the Ministry of Finance. The Committee consider this as an unsatisfactory arrangement and suggest that it may be changed early.
8	20	The Committee do not consider that the reduction effected in the number of staff in the Delhi Administration as a result of transfer of certain subjects to the Municipal Corporation and later on with the implementation of reorganisation proposals has been in proportion to the amount of work transferred and they consider that there is still room for further rationalisation. The Committee would, therefore urge that the review of the working of the offices of the various Heads of Departments that is being undertaken by the Chief Commissioner may be expedited and further economies effected. The services of the S.R. Unit of the Ministry of Finance and/or the O. & M Organisation of the

1

2

3

Government of India might be availed of, as the association of some independent agency for such work would be more useful.

- 9      21      The Committee further observe that for such allied subjects as General, Home and Appointments, there are three separate Under Secretaries in the Delhi Administration. Although the number of receipts is only a very rough yardstick of the amount of work disposed of by an officer, the Committee feel that the great disparity in this regard shows the necessity of a proper rationalisation in the distribution of functions allocated to these officers. The Committee suggest that the work-load of these three officers may be carefully assessed over a period to see whether the work handled by them can be distributed among two under Secretaries by proper rationalisation.
- 10      22      The Committee would like the following two suggestions to be carefully considered in the interest of economy :—
- (i) Superintendent, Medical Services may act as *ex-officio* under Secretary(Medical) ; and
- (ii) Director of Industries and Labour may also act as Director of Employment and Training.
- 11      24      With the transfer of several subjects to the Territorial Councils, the Committee are of the view that there is considerable scope for effecting economies in the Administrations of the Union Territories of Himachal Pradesh, Manipur and Tripura. The Committee therefore, suggest that the reorganisation proposals for these three Territories should be finalised and implemented early. While finalising these proposals it should be ensured that a rough parity is maintained between the workload left with these administrations after transfer of certain subjects to the Territorial Councils and the staff retained by them. The aim should be not only to effect economies but also to gear up the administrative machinery to the tasks involved in the speedy execution of the plan schemes.
- 12      25      The Committee suggest that the system of having heads of departments as *ex-officio* Secretaries to the Administrator should be accepted as the normal

1	2	3
		pattern in the Union Territories and implemented to the maximum extent possible. This system can be easily extended to departments like education, medical and public health, public works, forests co-operation etc.
13	30	The Committee suggest that the feasibility of having Advisory Councils in each of the Union Territories of Himachal Pradesh, Manipur and Tripura might be examined. These would help in bringing to bear upon the Administrations the weight of informed public opinion on various issues arising from time to time.
14	35	As the setting up of Territorial Councils is a new experiment, the Committee suggest that the Administrators should be given a general directive by the Centre to have a more sympathetic approach towards the functioning of these Councils and give them all possible help and guidance to make the experiment a success. It would be useful for the Administrators to hold periodical meetings with the respective Chairmen of the Territorial Councils so that their difficulties and problems can be properly appreciated and remedial measures taken.
15	37	The Committee suggest that the Ministry should look into the complaints regarding non-transfer of adequate staff, buildings and equipment and see to it that the same are transferred to the Territorial Councils in proportion to the work-load transferred to them. The Administrations concerned should share with the Territorial Councils the shortages, wherever they exist, to an equal degree. If an additional transfer of buildings is not possible more accommodation may be secured.
16	38	The Committee understand that in view of the difficult terrain and scattered nature of the population in all the three Territories (Himachal Pradesh, Manipur and Tripura) the Territorial Councils require some extra personnel and equipment. The Committee suggest that the Ministry should make an assessment of the requirements of each Territorial Council so that these shortages could be met on a phased basis.
17	39	The Committee find that in Manipur, no Class I and II officers have been transferred to the Territorial Council from the Administration. The Committee suggest that the matter may be looked into and suitable steps taken to rectify the position.

1	2	3
18	44	The Committee are of the view that the implementation of the proposals mentioned in para 43 would go a long way in removing the apprehensions in the minds of the staff employed by the Territorial Councils and would facilitate recruitment of suitable hands by the latter. The Committee, therefore, suggest that these proposals may be finalised and implemented early.
19	45	The Committee further suggest that the feasibility of extending the system of joint cadres to departments other than medical, public health and engineering also might be considered in consultation with the Territorial Councils and the question of making the posts under the Territorial Councils as pensionable posts should also be settled early.
20	47	The Committee suggest that the feasibility of treating the heads of offices of the Territorial Councils in the districts as heads of departments under the General Financial Rules as is the case in regard to heads of departments under the Administration should be considered by the Ministry.
21	48	If the delays in appointment of staff (for the Territorial Councils) carrying an initial salary of Rs. 300/- and above are due to the heavy preoccupation of the U.P.S.C., the Committee suggest that the services of the Public Service Commissions of the neighbouring States might be utilised for the purpose.
22	49	The Committee suggest that the proposal to have a Central Engineering Service should be finalised and implemented expeditiously.
23	50	The Committee suggest that the question of enabling the Territorial Councils to send cheques direct to the sub-treasuries, might be reconsidered and suitable steps taken to overcome the difficulty.
24	55	The Committee suggest that the Government should take early decision on the question of the pattern on which grants should be given to the Territorial Councils and also examine whether the grants-in-aid paid to the Territorial Councils can in any way be linked up with the contribution on the net proceeds of taxes payable. The Ministry should, in any case,



1	2	3
		impress upon the Territorial Councils the necessity of augmenting their internal resources of revenue to the fullest extent possible and also of keeping their administrative expenditure to the minimum.
25	57	The Committee suggest that the transfer of centrally sponsored schemes from the Administrations to the Territorial Councils should be considered and implemented except in respect of schemes where International agencies are involved.
26	58	The Committee suggest that the Territorial Councils should be allowed an effective say in the formulation of the Third Plan in these Territories.
27	59	There appears to have arisen some misunderstanding about the limitations of the Territorial Councils in regard to their control over Panchayats. The Committee suggest that suitable steps may be taken to remove it.
28	60	The Committee suggest that the feasibility of introducing the system of proportional representation for the election of the Standing Committees of the Territorial Councils might be examined, either by suitable rules or preferably by the general acceptance of a healthy convention.
29	65	The Committee consider that in the case of Delhi whose budget is now more or less equal to that of undivided Punjab at one time, there is a case for further enhancement of powers of the Chief Commissioner. They, therefore, suggest that the powers of Chief Commissioner, Delhi for expenditure sanction should be suitably enhanced further.
30	66	The Committee are further of the view that the powers of the Administrator of the Laccadive, Minicoy and Amindivi Islands may also need some enhancement. This would tend to reduce delays and assist in stepping up the tempo of work in the Territory.
31	67	In regard to the proposals to enhance the powers of the engineering officers of the Union Territories for according technical sanction, the Committee suggest that these might be finalised and implemented expeditiously.

I	2	3
32	70-71	The Committee are of the view that sustained efforts require to be made to develop the internal resources of revenue of the Union Territories.
		The Committee are further of the view that proper and intensive utilisation of natural resources, particularly in Himachal Pradesh and Andaman and Nicobar Islands, would go a long way in improving their economic position and any investment in their development would yield good results. There is also considerable scope for development of cottage and small scale industries in all the Union Territories. The Ministry should, therefore, take up these questions with the concerned Ministries with a view to see that in the Third Plan the indigenous resources are exploited to the maximum extent possible.
33	72	The Committee suggest that the Ministry should undertake a comprehensive survey of the revenue yielding sources in the Union Territories. Methods of assessment of land revenue in Manipur and Laccadive, Minicoy and Amindivi Islands are outmoded and it is necessary that the revenue in these areas is properly assessed according to current norms.
34	73	In regard to Delhi whose resources were reported to be quite flexible, it should not be very difficult to put it more or less on par with other States in so far as internal resources <i>vis-a-vis</i> Central assistance are concerned.
35	74-75	The performance of the Union Territories in the first Plan, judged even from the point of view of fulfilment of monetary targets, was not satisfactory. The figures of shortfall given in para 75 indicate that the position has improved during 1957-58 in respect of Delhi, Himachal Pradesh, Manipur and Tripura. The position in regard to A & N Islands and L. M. & A. Islands is unsatisfactory. Vigorous efforts should be made to see that the various schemes provided for in the Second Plan gather momentum so that the planned targets are achieved by the end of the Plan.
36	76	As all the Union Territories except Delhi are backward, the pace of development in these Territories should be stepped up to make up the leeway of ages. For this purpose the Committee recommend that a comprehensive perspective plan for the Union Territories should be drawn up which should then be suitably

1	2	3
		phased over several Five Year Plans, according to the availability of resources in men, material and money.
37	78	The figures of expenditure on social services and civil administration of Union Territories given in para 77 show that the position in Delhi and Himachal Pradesh is not very satisfactory in so far as Civil Administration of these Territories still accounts for as high a percentage of expenditure as 38 and 35 respectively.
38	79	The expenditure on civil administration for the Territory of Delhi in 1957-58 was Rs. 276.15 lakhs as against that of Rs. 353.52 lakhs on social services. The Committee consider it rather high. The Committee would like the question to be examined by the Ministry of Finance whether the decrease in the expenditure on civil administration in the Territories of Delhi, Himachal Pradesh, Manipur and Tripura has been in proportion to the amount of work and the number of staff transferred to the Municipal Corporation/Territorial Councils.
39	85	The Committee do not consider the arrangements whereby the Union Territories of Manipur and Tripura have to depend on officers borrowed from adjoining States as satisfactory. They would suggest that the Ministry might take up the question of establishing joint cadres for Manipur with Assam and Tripura with West Bengal with the respective State Governments as this would solve the problem in the long run.
40	86	The Union Territories have, at present, to depend on the adjoining States for their requirements of officers of the State Civil Service grade with the result that difficulties are often experienced in getting officers at the proper time. Also, people are generally unwilling to go on deputation to serve in the remote areas of these Territories. The Committee, therefore, suggest that the question of providing the requirements of Union Territories for officers of the State Civil Service grade by having a joint cadre with the adjoining States may be examined.
41	89	The Committee would like to make the following suggestions for relieving the shortage of technical personnel in the Union Territories :— (i) A comprehensive review should be undertaken of the exact requirements of technical and skilled

personnel in each Territory in the context of development plans on hand or to be initiated in the near future so that a clear picture is available of the various types of personnel required. Systematic steps should then be taken to overcome the shortages.

- (ii) The technical and engineering institutions directly under the control of the Central Govt., should provide adequate reservation to persons coming from Union Territories and their standards suitably relaxed, to the extent considered safe, so as to ensure filling up of such reserved seats.

- 42      91 The Committee suggest that the question of equating the compensatory allowances given to employees of the Himachal Pradesh Administration working in the difficult areas *viz.* Chini and Pangi to those given by Punjab Government to its employees in areas like Lahaul and Spiti should be sympathetically reviewed, so that these inaccessible areas may attract competent men to man the posts.
- 43      92 The Committee are doubtful if most of the economies effected in the Union Territories can be taken as real economies. The savings effected in purchase of stationery and other articles, in themselves may be real but these are not very significant in all cases. In Andaman and Nicobar Islands, no economies have been effected at all. The Committee suggest that the Ministry should look into the question carefully with a view to see that some real economies are effected. As has already been suggested elsewhere, the reorganisation schemes should also bring in substantial economies in administrative expenditure.
- 44      93 The Committee further suggest that the economies expected to accrue as a result of the reorganisation proposals may also be indicated in the annual reports of the Ministry along with those effected as a result of the economy drive.
- 45      94 It is seen that the number of persons belonging to the Scheduled Castes and Scheduled Tribes employed in the Union Territories is not in proportion to the number of seats allocated to them. The Committee suggest that the Ministry should look into the matter and being directly responsible for this subject in

relation to the Union Territories, it should endeavour to recruit the requisite number of people from Scheduled Castes and Scheduled Tribes in these Territories. In this connection, the Committee would reiterate the following recommendation made by them in para 69 of their 48th Report (Second Lok Sabha) on the subject 'Scheduled Castes, Scheduled Tribes and Other Backward Classes':—

"The Committee..... suggest that more concerted efforts should be made to ensure proper implementation of rules and orders issued by the Ministry for increasing the intake of candidates of Scheduled Castes and Scheduled Tribes in the Central Government services and posts so that the prescribed quotas are filled within a reasonable period of time."

- 46      95 The Committee further suggest that some special training courses might be arranged for Scheduled Caste and Scheduled Tribe people so as to make them fit for various kinds of jobs. Attention is invited to the following recommendation made by the Committee in para 66 of their 48th Report (Second Lok Sabha):—

"The Committee suggest that all the Universities, Departments or institutions concerned may be asked to make arrangements to coach these students for the various competitive examinations and that for departmental examinations for promotions, coaching classes should be arranged by the Ministries/Departments for their Scheduled Caste and Scheduled Tribe employees."

- 47      97 In view of the special relationship between the Parliament and the Union Territories, the Committee suggest that the annual reports furnished by the Administrators of Union Territories to the Ministry of Home Affairs should be published separately and laid before the Houses of Parliament along with the Annual Reports of the Ministry itself instead of giving sketchy description of the developments in the various Territories as an Appendix to the annual reports of the Ministry.

- 48      105 In view of the experience gained in the first plan, the difficulties faced in the implementation of second plan schemes in Delhi should have been foreseen and steps taken to prevent their recurrence. The Com-

1

2

3

mittee suggest that these questions should now be attended to expeditiously so that the targets are fully achieved by the end of the Second Plan.

- 49      106    The Committee are of the view that in matters of education, Delhi should set an example to other States. Complete literacy should not be difficult to achieve since a major portion of the population is urban. An intensive effort should be made by the Administration, in collaboration with the Municipal Corporation, to see that the entire population is made literate within a target date to be fixed for the purpose. The Committee further suggest that the Administration should maintain some sort of continuous follow up to see that people once made literate do not relapse into illiteracy. They should, therefore, be kept posted with literature suitable for neoliterates and further, be associated in some manner with the social education drive itself.

- 50      107    In this connection, the Committee invite the attention of the Ministry to the following recommendation made by them in para 104 of their 14th Report (Second Lok Sabha) on the Ministry of Education :—

“... an assessment of the needs (of adult education in urban areas) may be undertaken early and preferably entrusted to some voluntary bodies in the field so that a clear cut picture is available before the experiment could be extended to wider fields.”

This assessment might be taken up in Delhi so that a planned approach to the problem could be chalked out.

- 51      108    Basic education does not appear to have made much progress in the urban areas of Delhi. The Committee suggest that the Ministry should take up this matter with the Ministry of Education so that some of the existing primary schools in urban areas could be converted into basic schools.

- 52      113    The Committee consider it unfortunate that in regard to medical services in the Territory of Delhi which is itself the seat of the Central Government, there should be a blurring of responsibilities among the Central Ministries. The Committee suggest that the entire responsibility in all matters concerning medical services in Delhi should lie with the Ministry of Health, in the Central sphere.

1

2

3

- 
- 53      114    The Committee further suggest that the reasons for the slow progress of schemes relating to medical services should be carefully investigated and energetic steps taken to increase the tempo of work with a view to see that the Plan allocations are fully utilized.
- 54      115    The Committee suggest that the following deficiencies noticed by a Study Group of the Committee during their visit to the Irwin Hospital during 1958 may be looked into and remedial measures taken to overcome the same on the lines indicated :
- (i) There was considerable overcrowding in all out-patient departments and patients were required to wait in verandahs where there was no sitting space. Till the time the Hospital is in a position to provide additional waiting facilities the hours of consultation for out-patients might be increased.
  - (ii) There was acute congestion in all the wards particularly in the Female Medical Ward and a large number of beds had been laid on the floor. Some of the patients did not have even mattresses. All the in-patients should invariably be provided with mattresses so long as regular beds are not available.
  - (iii) Similar conditions prevailed in the Casualty Department with the result that patients had to be prematurely discharged. Till such time as the bed strength of the Hospital improves, some arrangements might be devised so that the prematurely discharged patients might be accommodated in other hospitals and smaller medical institutions in the city which might be in a position to admit them.
  - (iv) The scope and functions of the Advisory Committee might be sufficiently enlarged so as to enable the members to take an active interest in the activities and problems of the hospital.
  - (v) The question of the revision of the pay scales of the medical staff might be examined in the light of the report of the Delhi State Medical and Health Re-organisation Committee (1955) and implemented at an early date.
-

1	2	3
55	116	The Committee suggest that the feasibility of transferring the Maulana Azad Medical College to the Delhi University might be examined.
56	117	The Committee invite attention of the Ministry to certain general recommendations made by them in regard to the improvement of medical services in Chapter II of their 36th Report on the Ministry of Health and suggest that the same might be implemented in Delhi.
57	119	The Committee regret to observe that the various housing schemes have not been able to make much progress due to several reasons stated in para 118. In view of the acute housing shortage in the Capital, the question needs to be accorded urgent attention and the matter might be taken up by the Ministry of Home Affairs, on the one hand with the Ministry of Works, Housing and Supply at the highest level, and with the Delhi Administration on the other, with a view to see that the difficulties in their execution are removed and the allocations for the purpose utilised as fully as possible during the remaining period of the Plan.
58	121	Delhi has undergone considerable industrial expansion during the last few years but there is still scope for further expansion, particularly in small industries. The Committee, therefore, suggest that as a first step, the Administration should make a survey of the extent of idle capacity in various factories and the reasons therefor and then take steps to provide them the resources and materials needed. Further avenues of expansion should also be explored for implementation in the next plan. The Committee are also of the view that future expansion of industries should not be concentrated in already congested urban areas but should be suitably dispersed in the satellite townships.
59	122	The Committee further suggest that the Industrial Advisory Board should be entrusted with the task of developing closer contact with the industries roundabout Delhi and collecting full data about their requirements. For this purpose, it might be assisted with more staff, if necessary.
60	125	The Committee suggest that the question of setting up Industrial Estates (as in Delhi) in some of the other Union Territories wherever conditions are favourable.



1

2

3

for this purpose, might be examined by the Ministry in consultation with the Ministry of Commerce and Industry.

- 61      129    The Committee understand that the Delhi Milk Supply Scheme is proposed to be run departmentally at present though ultimately it is proposed to hand it over to a statutory board to be constituted for the purpose. The Committee suggest that it might be advisable to have such a Board right from the beginning as departmental execution of such schemes is likely to lead to waste.
- 62      130    The Committee are surprised to know that the minimum milk requirements to be catered to by the dairy should be an uncertain factor. The Committee are of the view that for achieving the object behind the scheme it is necessary that the dairy should aim at meeting the major portion of the requirements of milk for Greater Delhi.
- 63      131    The Committee consider that the removal of all cattle from the city area should be an important ingredient of the milk supply scheme. Suitable legislation for this purpose might be necessary. The Committee are of the view that the scheme should be attractive enough for the local 'gwalas' to participate in it and voluntarily remove their cattle from the congested urban areas. Similarly, the rates of milk supply should be reasonable enough to induce the citizens of Delhi to derive the benefits of the scheme.
- 64      132    The Committee invite attention to the following recommendation made by the Public Accounts Committee in para 32 of their 13th Report (Second Lok Sabha):—

“.....this scheme which has been pending for more than 5 years should be started without further delay as considerable expenditure has already been incurred on it.”

The Committee consider the scheme to be one of considerable importance from the point of view of the health of the citizens of the Capital and hence it should be expeditiously implemented. The Committee are further of the view that the experience gained and the techniques employed at the Aarey Milk Colony near Bombay might be usefully utilised in implementing the scheme.

- “They hope that the draft General Plan will be ready by May, 1959 as expected and that not much time will be spent in finalising the same. The Committee would like to express a definite view that the Master Plan for Greater Delhi should lay greater stress on slum clearance and basic

amenities for the common man, than on highly expensive grandiose schemes. The Committee also hope that the Master Plan will include a definite promise of eradicating slum conditions by a target date from the Capital of the Republic of India.

- 70      145      The Committee are sorry to note that though there has been a steep rise in expenditure on Delhi Police during the last three years, the crime situation has, on the other hand, become worse in certain aspects. The Committee view this state of affairs with concern and suggest that the Ministry should look into the matter carefully and take remedial measures to tighten up the organisation of the Delhi Police so that the growing incidence of crime in the Capital is effectively checked. The system of night patrolling by police constables in New Delhi appears to be slack and needs to be tightened up. Similarly the mal-practice of unauthorised cutting of trees, which is quite prevalent, needs to be checked.
- 71      146      The chaotic traffic conditions observed in all parts of the city of Delhi are another pointer to the need for increasing the efficiency of the Delhi Police. The measures adopted by the Police so far seem to be half-hearted and lacking in persistency with the result that there is hardly any appreciable improvement in the position. The Committee suggest that a concerted drive should be launched for strict enforcement of traffic rules and the police officials found guilty of dereliction of duty in this regard should be suitably punished.
- 72      148      The Committee consider that the special problems in Delhi cited in para 147 have only a limited force because such factors are also prevalent in other bigger cities of the country, *viz*, Bombay, Madras, etc., though not to the same extent as in Delhi. To the extent they are more marked in Delhi, they point to the necessity of having a more efficient police force here.
- 73      153      The facts that Delhi is the Capital of the country and a place of growing international importance, point out that there are very strong grounds for taking urgent steps to improve the efficiency of the Delhi Police so that it might discharge the onerous responsibilities peculiar to Delhi. In this connection

I

2

3

the Committee have the following suggestions to offer to improve the efficiency of the Delhi Police :—

- (a) The premises, often implicitly accepted, that the efficiency of a police force is directly proportional to its numerical strength, should be given up. A compact, properly trained, disciplined and well-knit police force can be more efficient than a large number of badly recruited and improperly trained group without a proper sense of discipline;
- (b) It is understood that some time back a Committee was appointed to go into the question of the re-organisation of Delhi Police Force and that their report is under consideration of the Government. The examination of that report may be finalised early, in the light of what has been stated in (a) above;
- (c) The question might be examined whether the Police Commissioner's system prevailing in the erstwhile Presidency towns of Bombay, Calcutta and Madras could, with advantage, be introduced in Delhi so as to improve the efficiency of the Delhi Police.

- 74      154      The Committee suggest that in the interest of increasing the efficiency of Delhi Police the proposal to have an independent cadre of subordinate posts should be sanctioned early.
- 75      155      The Committee suggest that steps should be taken expeditiously to open some police stations in the outlying colonies of Delhi.
- 76      156      The emphasis should be shifted from quantity to quality of the police force. Greater care should be taken at the time of recruitment to ensure that right type of persons who have some aptitude for police career are selected. The conditions of recruitment may be carefully reviewed and tightened up, if necessary. Similarly, the training facilities should be carefully reviewed and augmented, wherever necessary, to ensure that proper and intensive training, suited to the new conditions in the country, is given to the police officials of various categories. Frequent refresher courses should be arranged.

1	2	3
77	157	Police officials, in dealing with crime, have often to come in contact with lower elements in society. Temptation, therefore, to lead soft and luxurious life, is great. There is, therefore, a greater necessity for a constant high level supervision and guidance in Police Department than in any other department. The senior police officials should, therefore, be encouraged to exercise greater on-the-spot supervision and surprise inspections.
73	158	All the modern devices discovered for the prosecution and detection of crime should be placed at the disposal of the Delhi Police. The Committee understand that the scale of transport provided to the Bombay Police is higher than that provided for the Delhi Police. This may be looked into and additional transport facilities provided to Delhi Police, if considered necessary.
79	161	The Committee consider that it would be desirable if certain definite rules for the conduct of their business are framed by the Public Relations Committee and the Industrial Advisory Board. The Committee believe that these would enable them to function more effectively.
80	162	The Committee suggest that the question of combining the Public Relations Committee and the Industrial Advisory Board into one Committee with two sections, if necessary, under one Chairman with a view to effecting economy and improving efficiency, may be examined.
81	168—170	There was a huge shortfall of the order of Rs. 90.29 lakhs in the first year of the Second Plan in Himachal Pradesh. The Committee are distressed to learn that even in 1957-58 most of the schemes could not be put into operation until half the year was over due to late receipt of sanctions.

They find that the experience gained from the First Plan has not been properly utilised in preventing shortfalls during the first two years of the Second Plan. The Committee suggest that the Ministry should see to it that the tempo of work is accelerated during the remaining period of the Plan, so that the targets, both financial and physical, laid down in the Second Plan are achieved.

- 82 173 The Committee would like the causes of shortfall in the expenditure on forests in Himachal Pradesh during the year 1956-57 to be examined and remedial measures taken to avoid their recurrence in future. Of the various schemes for development of the forests, the Committee attach particular importance to the construction of forest roads which is the first requisite for opening up the interior areas and they would, therefore, urge that it should be ensured that the plan target of constructing 556 miles of such roads is attained.
- 83 74 Forests play a vital role in the economy of Himachal Pradesh and can generate abundant wealth, if exploited with imagination and boldness. The Committee are of the view that there is scope for an organised development of forest resources in Himachal Pradesh with modern plants for processing and seasoning of timber. The Forest Department should also be reorganised with technically trained men to fulfil the targets laid down in the plan.
- 84 175 The Committee recommend that comprehensive plans for the exploitation of forests in the Territory should be prepared in which stress should be laid on simultaneous regeneration of cleared areas through suitable working plans and development of subsidiary forest resources *viz.* resin, turpentine, etc. on a large scale.
- 85 176 The Committee would also like to invite attention to the following recommendation made by the Public Accounts Committee in para 44 of their Twelfth Report (Second Lok Sabha):—
- “... In the interest of conservation of forests, scientific planning and extraction of timber and other materials, the Committee reiterate the recommendation made by the late Himachal Pradesh P. A. C. that the Government of India might usefully examine the desirability for departmental exploitation of these forests.”
- 86 178 The Committee find that although the expenditure on road construction in the First Plan period was 96% of the ceiling, the physical progress was very poor as only 790 miles of roads were either constructed or improved out of a target of 1,500 miles. The Committee were given to understand that this

was due to higher cost on construction and improvement than what was originally visualised. The Committee do not consider this satisfactory and suggest that the matter should be investigated to find out whether apart from the hilly terrain of the region, there were any other causes leading to the abnormal rise in the cost of road construction and improvement in the First Plan and to that end comparison should be made of the cost of road construction in other hilly regions, with the cost incurred in Himachal Pradesh.

- 87 179 The Committee feel that the Ministry of Home Affairs should, in consultation with the Ministries of Transport and Works, Housing and Supply take necessary measures to overcome the shortage of technical personnel required to execute the road construction schemes in Himachal Pradesh. The interval, when no work can be done due to unfavourable climatic conditions should be utilised for completing necessary formalities, viz. obtaining sanction, necessary equipment and staff etc. so that work could start in full swing as soon as the weather permitted.
- 88 180 The Committee suggest that projects for inter-connecting the district towns in Himachal Pradesh with each other may be taken up for execution in the Third Plan. Particular attention should be paid to such remote areas as Chini and Pangti.
- 89 183 The Committee would like the Ministry of Health to arrange for an early survey of the exact incidence of venereal diseases, T. B. and leprosy in Himachal Pradesh and prepare necessary schemes for their eradication on a planned basis.
- 90 184 The Committee suggest that the Ministry of Health should take early steps to fill up the vacancies of doctors in the hospitals of Himachal Pradesh from the recently constituted Central Health Cadre.
- 91 186 The Committee urge that the question of conversion of temporary posts which have been in existence for a period of three years or more into permanent ones should be finalised expeditiously and the employees who are eligible for confirmation and have put in satisfactory service should be confirmed as early as possible.

- 
- 92      187      The Committee have the following suggestions to offer in regard to the Himachal Pradesh Hospital, Simla:—
- (i) An Advisory Committee of non-officials may be appointed to advise the medical officer in the discharge of his duties.
  - (ii) Separate record of cost of medicines for out-door and in-door patients should be kept so that the cost of treatment per in-patient and out-patient during a year could be readily worked out.
  - (iii) A pamphlet describing the medical facilities available in the hospital, the procedure to be followed to avail of them, the approximate cost involved etc. should be published and made available to the public.
- 93      189      The Committee are of the view that there is no justification for a full fledged Directorate of Education to continue in Himachal Pradesh since education upto the secondary stage has been transferred to the Territorial Council. Considerable economies are possible, and should be effected, at the time of reorganising the administrative set up.
- 94      190      The Committee recommend that a target date should be fixed for extending free and compulsory education to all children upto the age of fourteen in Himachal Pradesh. The feasibility of fixing suitable target dates for other Union Territories also may be examined by the Ministry of Home Affairs in consultation with the Ministry of Education.
- 95      191      The Committee would like to suggest that the Ministry should see that expeditious steps are taken to implement the recommendations of the team of experts appointed to suggest measures for stepping up food production in Himachal Pradesh and also to explore the possibilities of increasing food production in the remote areas with a view to ensure that the targets in this regard are fully achieved.
- 96      192      The Committee suggest that the following steps may be taken by the authorities concerned in regard to the potato problem in Himachal Pradesh :—
- (i) A co-operative marketing society, subsidised, if necessary, by the Administration may be set
-



1	2	3
106	216	The Committee recommend that the Central Government should give more attention to the educational problems of the Territory and provide the Administration with necessary funds to improve the existing Government schools (so that people are attracted to such schools) and to acquire as many of the private schools as possible.
107	217	The Committee suggest that the Administration should make a survey of the accommodation and other facilities available to students in Manipur and take urgent steps to improve them, especially in areas which are not easily accessible.
108	218	The Committee suggest that the Ministry of Education should earmark extra funds for frequent educational tours by teams of students from the remote areas of Manipur and other Union Territories similarly situated and that students from other parts of the country should also be encouraged to visit these areas.
109	219	The Committee would like the Ministry to consider the need of a hostel for tribal girls studying at Imphal sympathetically and provide necessary funds for the same.
110	224	<p>The Committee would like to make the following suggestions in regard to medical and health facilities in Manipur :—</p> <p>(i) The administration of medical services in the Territory should be so reorganised that the dispensaries under the Territorial Council should serve as feeders to the main hospital at Imphal without violating the control of the Administration or the Territorial Council over their respective institutions. Given a certain amount of understanding between the two, it should be possible to evolve a system whereby the patients requiring special treatment and attention might automatically stand referred to the main hospital. The doctors serving in the dispensaries should also get an opportunity to work in the main hospital for certain periods so that they might add to their experiences while there.</p> <p>(ii) The question of dearth of qualified doctors in the dispensaries under the Territorial Council should be looked into carefully and some more staff provided to it.</p>

- (iii) The pay scales of medical staff should be suitably revised and conditions of service regulated under the Central Health Scheme expeditiously.
- (iv) The scheme to set up a Nursing Home at Imphal should be executed early.
- (v) A proper house to house survey should be undertaken as a first requisite for ascertaining the exact incidence of tuberculosis, leprosy and V. D. in the Territory.
- (vi) In the tuberculosis clinic attached to the Civil Hospital, Imphal, there should be a full time T. B. specialist to attend to T. B. patients.
- (vii) An Advisory Committee consisting of non-officials should be appointed to assist the Medical Superintendent in the discharge of his duties.
- (viii) The Medical Superintendent should be assisted by a non-medical man, for attending to the administrative functions to enable the former to devote major portion of his time and energy to professional work.
- (ix) The vacancies in the Hospital should be filled up.
- (x) In regard to family planning work, in addition to the distribution of contraceptives and rendering advice as done at present, proper records should also be maintained to see how far the measures taken are proving successful.

III 227

The Committee suggest that the Ministry should take up the question of shortage of technical personnel in Manipur with the concerned Ministries and ensure that the Administration is provided with all the resources, personnel and equipment required to execute the schemes. Good communications are the main need of Manipur and the question needs to be accorded a very high priority, if other development schemes are to bear fruit. The Committee would, therefore, emphasise once again that vigorous measures should be taken to ensure that full targets are achieved within the Plan period and no shortfalls in financial and physical targets are allowed to occur for any reasons whatsoever.

I

2

3

- 
- |     |     |   |
|-----|-----|---|
| 112 | 228 | Of the five sub-divisions in the Territory, two are already connected by road with Imphal and it is proposed to connect the other two within the Second Plan period. The Committee suggest that the question of inter-connecting these sub-divisions with one another may also be investigated and a phased programme should be chalked out and finalised as soon as possible so that the same might be taken up in the Third Plan.   |
| 13  | 229 | The Committee recommend that the feasibility of establishing a rail link between Imphal and Dimapur should be examined by the Ministry of Home Affairs in consultation with the Ministry of Railways with a view to see whether the project can be taken up for execution in the Third Plan. In the meantime the existing road link between Imphal and Dimapur should be suitably strengthened so that the route remains open throughout the year.  |
| 114 | 230 | The Committee recommend that on account of the weather conditions in the area, the safety and security of the people travelling by the Calcutta-Imphal service should be given greater attention particularly in regard to the type of aircraft in operation. The question of providing subsidised services on this route for students and tourists should also be re-examined by the Ministry of Transport and Communications. Further, the Committee understand that some private companies are prepared to operate on this route. They, therefore, suggest that the question of allowing the private companies to do so might be carefully considered, if the Government is not in a position to increase the existing facilities. |
| 115 | 232 | <p>The Committee suggest the following measures to improve and encourage the cottage industries in the Territory :—</p> <p>(i) The Central Government should take energetic steps to channelise the purchase and disposal of products of cottage industries through co-operatives instead of leaving it to the middlemen who manage to secure most of the profits which should really go to the producers.</p> <p>(ii) The introduction of better types of looms to encourage the growth of the handloom industry should receive urgent attention and concrete step should be taken to modernise the industry.</p>  |
-

I

2

3

(iii) Other modern methods of processing the yarn and producing varied patterns of cloth may also be popularised.

(iv) The proposal to set up an emporium at Calcutta should be pursued vigorously.

(v) The question of having separate sections for Manipuri products in the various agencies of the All India Handloom Board, All India Handicrafts Board, All India Handicrafts Board, Khadi and Village Industries Commission and the Government emporia at different places both inside the country and in foreign countries might be examined.

116      235      The Committee suggest that the question of the Central Government giving a guarantee to the Reserve Bank for a loan of Rs. 10 lakhs to be given by the latter for meeting the needs of co-operative societies in Manipur should be finalised without delay and the necessary sanction issued. The Committee are of the view that in a State where the two main occupations of the people are agriculture and handloom industry, there is a very great future for the development of co-operative societies, if properly handled. This will not only raise the production but would also augment the internal resources of revenue of the State substantially. The Committee, therefore, suggest that special attention should continue to be paid to the development of co-operatives in the Territory.

117      237      The Committee apprehend that at the present rate of expenditure it may not be possible to utilise the entire amount of Rs. 66.25 lakhs for tribal welfare in the Second Plan. They suggest that the Ministry should look into the matter and take suitable steps to accelerate the pace of progress. Under centrally sponsored schemes, an expenditure of Rs. 6.02 lakhs was incurred in 1957-58 while no expenditure was incurred in the previous year. In regard to such schemes, the Ministry have a special responsibility to see that these are fully implemented; otherwise the very purpose of instituting them would be defeated. The Ministry should, therefore, specially look into the working of such schemes.

118      240      The Committee feel that with a budget of about Rs. 2½ lakhs, the Adamjati Technical Institute, Imphal should endeavour to admit more students for training than it is able to do at present.

1	2	3
119	242	The Committee appreciate the activities undertaken by such non-official bodies as the Adamjati Shiksha Ashram, Imphal for the emotional integration of the tribals with the people in other parts of the country and they would like the Ministry to give encouragement to such organisations. They hope that the Ashram would be able to extend its activities to the remote areas of the Territory
120	244	The Committee hope that the target date for the setting up of the Industrial Training Institute in Manipur will be adhered to and that the Institute would be able to cater adequately to the needs of the Territory for skilled personnel in various trades.
121	245	Considering the strategic importance of the area, the Committee suggest that the proposal to increase the strength of Manipur Rifles from 400 to 650 may be examined and finalised early.
122	246	While appreciating the need of a Porter Corps in Manipur in view of the difficult terrain and lack of suitable means of communications, the Committee are of the view that the proposed increase in the strength is very much on the high side and suggest that the scheme should be carefully scrutinised and the proposed number substantially reduced.
123	248	The Committee suggest that the schemes of developing certain beautiful spots and the facilities for the tourists in Manipur should be pursued more vigorously.
124	249	The Manipuri dance preserves in its pristine purity the cult of Radhakrishna Bhakti with vigour and liveliness and requires to be specially fostered and popularised as one of the main schools of dance. In this connection the Committee would like to invite attention to the following recommendation made by them in para 15 of their Fifth Report (Second Lok Sabha) on the Ministry of Education :—

“The Committee observe that as the Manipur College of Dance is a national institution for teaching highly advanced courses of Manipur Dance, people from outside the town would also come to Manipur and it is, therefore, necessary to have not only suitable accommodation for the college but also some hostel accommodation.”

- 125      253      The Committee suggest that a phased programme should be chalked out for the handing over of the institutions run by the Directorate of Relief and Rehabilitation in Tripura to the proper authorities viz, the Administration or the Territorial Council, without any dislocation of work. Pending this, there should be a closer co-ordination between the three authorities so that the public may fully benefit by the services offered by each. The Committee further suggest that the Ministry of Home Affairs should convene a Conference of the three sets of authorities and the other Central Ministries concerned, preferably under the aegis of the Advisory Committee, to thrash out the difficulties and eliminate the duplication of efforts and wasteful expenditure.
- 126      254      The Committee suggest that the Ministry, while finalising the reorganisation proposals of the Tripura Administration should carefully assess the work load of each department and suggest necessary reduction of staff in the Tripura Secretariat in view of the transfer of good portion of work to the Territorial Council. The Committee are of the view that it should be possible to effect substantial economies in the general administration of the Territory due to the transfer of several functions to the Territorial Council.
- 127      258      The Committee recommend that the question of allotting some more funds for construction of roads in Tripura (since the plan provision has already been exhausted) should be taken up by the Ministries of Home Affairs and Transport with the Planning Commission, as the Territory is still backward in communications and it is necessary that this deficiency is overcome as early as possible.
- 128      260      The Committee would like the Ministry of Transport to take up the question of improving the six mile portion of the Agartala-Assam Road within the Territory of Assam with the Government of Assam with a view to see that this portion is also brought to the standard of the rest of the road.
- 129      261      The Committee further suggest that the feasibility of linking up the Agartala-Assam road with the existing national highway and declaring it as a national highway should be examined so that Tripura may find its place on the national highway map of the country.

1	2	3
130	262	In regard to the question of connecting sub-divisional towns with Agartala, the Committee were informed that of the ten sub-divisions in the Territory, two are already connected and six more will be connected during the current Plan. The Committee suggest that a comprehensive phased plan should be prepared for connecting the remaining two sub-divisional towns with Agartala and also for inter-connecting the various sub-divisional towns among themselves for inclusion in the Third Plan.
131	263	The Committee are informed that the railway link between Dharmnagar and Patherkandi has been approved by the Planning Commission and that the survey is being undertaken during the current Plan. The Committee recommend that the project should be given a high priority in the Third Plan and attempts made to complete it as early as possible.
132	265	The Committee suggest that the Ministry should ensure that the survey and settlement work in Tripura is completed within the revised time limit of five years and to that end all the equipment and personnel required by the Administration is provided well in time. The progress made in this work should be reviewed every year and indicated in the annual reports of the Ministry.
133	267	The Committee suggest that special efforts be made to expedite the enactment of the Tripura Estates Acquisition and Land Reforms Bill.
134	271	The Committee are of the view that the present arrangements for medical and public health services in the Territory are satisfactory neither to the tax payer nor to the persons requiring medical aid. They suggest that the whole set up should be so organised that it functions as an organic whole regardless of the fact that some medical institutions work under the Administration while others work under the Territorial Council. The specialised facilities available in the main hospital should be freely available to all persons and the dispensaries under the Territorial Council should be authorised to refer deserving cases to the same.
135	272	The Committee note that the decision to have a combined cadre for medical services in the Territory is a step in the right direction. Further, the Committee would suggest that the question of handing over the

dispensaries at present being run by the Directorate of Relief and Rehabilitation to the Territorial Council, in due course, may be kept in view and implemented as early as possible without causing any dislocation of work.

136      274

The Committee would like to make the following suggestions in regard to the functioning of the Medical Department and the V. M. Hospital, Agartala :—

- (i) A systematic destruction of stray dogs might be carried out in order to check the high incidence of rabic cases. In regard to malaria and gastro-enteritis, sustained efforts should be made by the medical authorities to eradicate these diseases and the Central Ministry of Health as well as the local administration should provide necessary staff and equipment needed for the purpose.
- (ii) The Medical Superintendent should devote most of his time to professional work. He may be assisted by a non-medical man in the discharge of his routine administrative functions.
- (iii) The posts of specialists lying vacant in the hospital should be filled up from the Central Health Cadre as early as possible.
- (iv) The Advisory Committee to the Hospital may be revived.
- (v) A register may be kept for watching the expenditure on in-patients and out-patients separately. The average cost per in-patient and out-patient separately should be included in the annual reports.
- (vi) The question of training more nurses in the Nurses' Training School and providing extra staff needed for the purpose should be examined.
- (vii) In order to attract ladies from Scheduled Castes and Scheduled Tribes to the nursing profession, more publicity might be given in tribal languages and personal contacts made with the tribal people. Attempts should be made to impart nurses' training in tribal languages also.

137      278

The Committee suggest that a comprehensive phased scheme may be chalked out to develop the small-scale industries in Tripura through a network of co-operatives by providing technical guidance, financial assis-



1

2

3

tance and marketing facilities to the artisans with a view to modernising and expanding the field of cottage and small-scale industries.

- 138      279      The Committee would like to suggest the following steps to improve the living conditions of trainees in Abhoynagar Home and Industrial and Vocational Training Centre, Tripura :—
- (i) Efforts should be made to bring down the cost of articles produced in the Centre so that they may get a ready market.
  - (ii) Apart from vocational training and lessons in social education, the authorities incharge of the Centre should take steps to inculcate among the unattached ladies the qualities of self reliance and self help by inviting prominent lady social workers to talk to them and by organising cultural programmes such as bhajans, kirtans etc.
  - (iii) Freeships and scholarships should be given to ladies who want to pursue their studies further.
- 139      281      The Committee feel that there is no justification for the continuance of three sets of administrative authorities *viz.*, the Administration, the Territorial Council and the Directorate of Relief and Rehabilitation in the educational field in a small territory like Tripura. In the interest of maintaining efficiency and high educational standards, it is imperative that multiplicity of authorities in charge of the subject is avoided. The Committee, therefore, suggest that all schools upto secondary stage run by the Directorate of Relief and Rehabilitation should be gradually transferred to the Territorial Council. Further, there does not appear to be any justification now for the continuance of a full-fledged Directorate of Education under the Administration.
- 140      282      The music of Tripura has an appeal and a charm which is unrivalled. The Sangeet Natak Akademi might consider as to how further encouragement could be given to this art.
- 141      283      The Committee suggest that the proposed legislation for setting up of Gram Panchayats in Tripura should be finalised early and that Town Area Committees should also be set up in small towns as early as possible.

1	2	3
142	284	The Committee suggest that since Tripura is chiefly a rice growing area, intensive efforts should be made to increase the acreage of paddy cultivation and to popularise the Japanese method of cultivation to increase the yield.
143	285	The Committee consider the progress in the colonisation and settlement of Jhumias as not very satisfactory and suggest that a phased programme should be laid down for colonisation and settlement of the entire Jhumia population during the course of the Third Plan period.
144	286	The Committee feel that the progress of the low income group housing scheme in Tripura has been very slow and suggest that better attention be paid to this problem and that more houses be constructed at a cheaper cost by utilising mostly the materials locally available.
145	289	The Committee regret to note that steps were not taken in time to overcome the difficulties in road construction schemes in Andaman and Nicobar Islands and that a major portion of the allocations made for road schemes in the First Plan had to be surrendered. The Committee suggest that the Ministry should take up the question of mechanisation of road construction work with the Ministry of Transport and Communications so that proper plans are drawn up in this regard and the necessary equipment, machinery and staff is provided to the Administration for accelerating the tempo of work.

In this connection, the Committee would like to draw attention to para 38 of their 59th Report (First Lok Sabha) which reads as follows:—

“ The Committee regret to observe that lack of an overall survey of the islands, has been responsible for slow progress of road construction work there. They feel that a detailed and overall geographical survey of the islands is a pre-requisite and, therefore, recommend that the Government should carry out this job very expeditiously before any major plans of colonisation and settlement can be given practical shape. The Committee hope that once this is done, the islands will be well served with good roads and will attract settlers.”

---

1	2	3
<hr/>		
146	296	The Committee regret to note that the progress of expenditure in the first two years of the Second Plan in Andaman and Nicobar Islands has not been at all satisfactory. The Committee suggest that the Ministry should maintain a constant watch on the implementation of the schemes so as to ensure that the planned expenditure is usefully spent without any shortfalls. The proposals for augmenting the transport services should be implemented expeditiously.
147	300	Since there are still two years left over in the term of the Second Plan, the Committee are of the view that if energetic steps are taken it should be possible to attain the target of settling 4,000 families in the Andamans. The Committee, therefore, suggest that the Ministry should take up this matter at ministerial level, if necessary, with a view to see that the difficulties in the attainment of this target are expeditiously removed. The Committee consider that the Islands have enough resources to support a bigger population than is envisaged to be settled there in the Second Plan and recommend that a much bolder plan of colonisation than the present one should be chalked out by the Ministry in consultation with other Ministries concerned on the lines of the Dandakaranya Scheme.
148	302	The Committee are of the view that indiscriminate deforestation should not be allowed under any circumstances and suitable schemes for regeneration should be followed up in all earnestness. The Committee suggest that as and when the inaccessible areas are opened up, suitable working plans should be drawn up for them also.
149	306	The Committee are sorry to record that despite repeated flouting of the clauses of the Agreement by M/s. P. C. Ray and Co., Government have failed in taking energetic steps to make the Company abide by them which may result in huge losses to the public exchequer. The Committee, therefore, recommend that the Ministry should take up the matter urgently with the Ministry of Food and Agriculture for early recovery of all the dues from the Company. In view of the past unsatisfactory record of this Company, the Committee have serious doubts about its ability to fulfil its obligations in terms of the contract

---

I

2

3

in future also. The Committee, therefore, suggest that the question of terminating this contract and executing the project through a statutory Corporation may be given serious consideration.

- 150      308 The Committee suggest that attempts should be made to set up forest co-operative societies in a few villages in the A. & N. Islands for taking up the extraction of logs from forests and export thereof so as to ameliorate the economic conditions of the people through their joint efforts. These might be of a multi-purpose character so as to cater to the other needs of the people also. The technical advice of the Bombay Government which has developed forest co-operatives successfully may be obtained.
- 151      311 The Committee consider it unfortunate that there should have been a drop in 1957-58 in the despatch of timber to mainland where there is considerable demand. They are of the view that there is considerable scope for stepping up the quantity of timber for despatch to the mainland. They, therefore, suggest that suitable measures should be adopted, including the strengthening of the Forest Department of the Administration, if necessary, to ensure that the forest resources of the Islands are properly tapped to meet the increasing demands on the mainland.
- 152      312 The Committee are of the view that the A. & N. Islands are capable of providing substantial portion of the Railways' requirements for sleepers. They have already recommended in para 75 of their 21st Report (First Lok Sabha) that "it is highly desirable that the forests (in Andaman and Nicobar Islands) are all primarily reserved for the Railways". The Committee, therefore, suggest that it would be useful for the I.G. (Forests) to pay a visit to the Islands along with Railway experts to see how the supply of timber to the Railways could be improved.
- 153      313 The Committee suggest that the possibilities of growing richer and popular varieties of timber should be kept in mind when regeneration schemes are executed.
- 154      314 The Committee recommend that at least one creosoting plant might be set up in the A. & N. Islands for treatment of timber. Proper exploitation of the other

1

2

3

varieties should receive the urgent attention of the Ministry of Food and Agriculture.

- 155      315 The Committee recommend that the question of supply of adequate fresh water should be attended to immediately as the growth of industries in the Andaman and Nicobar Islands would depend on the solution of this problem. Agriculture itself cannot attract settlers and it is necessary that comprehensive schemes of industrial development of the Islands are drawn up for execution in the Third Plan.
- 156      316 In order to attract workers and businessmen, the Committee recommend that the feasibility of establishing a Development Corporation for the A. & N. Islands may be examined so that concentrated attention for the development of industries in the Islands could be ensured.
- 157      320 The Committee envisage that the development of tea, coffee and rubber plantations in the A. & N. Islands would yield a good source for earning foreign exchange for the country. The proposals made by the coffee experts and the Rubber Products Commissioner two years ago, are however, still to be implemented which shows that the matter has not been taken up in all seriousness. The Committee would, therefore, urge the Ministry to see that the necessary proposals submitted in this regard by the experts are pushed through vigorously by the Ministry of Commerce and Industry.
- 158      321-322 The Committee understand that it has not been found possible to implement the recommendations of the Education Committee for the A. & N. Islands in regard to basic education because of dearth of qualified and trained teachers and want of suitable school buildings. The Committee suggest that the Ministry should take up this matter with the Ministry of Education with a view to see that facilities for basic education are provided early to the Islanders.

The Committee also suggest that the Ministry should keep a watch as to whether the seats reserved for students from the A. & N. Islands for higher studies in technical Institutions on the main land, are utilised in full so that as many of the islanders as possible are trained in various technical jobs to man services on

I

2

3

the Islands where shortage of technical hands is a great handicap.

- 159      325 It is surprising that it should take two to three years to prepare estimates and get necessary administrative and technical sanctions for the schemes for construction of new hospitals in the A. & N. Islands. Now that the schemes have been sanctioned, the Committee suggest that the work should be completed expeditiously.
- 160      328 The Committee would suggest that in view of the increased economic activity under the Plan and schemes for settlement of displaced persons in the A. & N. Islands, the feasibility of the Indian Airlines Corporation starting a freighter-cum-passenger service at least on a weekly basis might be examined and implemented. Even if Government have to subsidise this service, it should not be grudged in the wider interest of making the Islands readily approachable.
- 161      329 The Committee further suggest that a full-fledged aerodrome might be constructed at Port Blair and for the time being the existing air strip suitably repaired.
- 162      330 The progress in regard to low income housing scheme in the A. & N. Islands seems to be very poor when compared to the provision of Rs. 16 lakhs made for it in the Second Plan. The Committee would, therefore, suggest that the matter might be taken up by the Ministry, with the Ministry of Works, Housing and Supply so that ways and means could be devised to expedite the progress of work in this direction, specially in view of the acute housing shortage in the Islands. If a close examination of the question in consultation with the Ministry of Works, Housing and Supply, shows that it would not be possible to spend the entire provision during the Plan period it should be suitably reduced and the excess amount diverted to other schemes which are ripe for execution. In this connection, the Committee suggest that the question of forming a co-operative housing society or a suitably constituted Housing Board, to give a fillip to the progress of the low income housing scheme may be considered.
- 163      335 The Committee would urge the Ministry to take steps sufficiently in advance to get the necessary sanctions

from the Ministries concerned for the L.M. & A. Islands so that the delays in sanctions do not recur again. Also, the necessary legislation should be finalised early and in the meantime, analogous legislation from other States should be extended to the Territory in consonance with its requirements.

- 164 337 The Committee would urge that a proper land survey should be undertaken immediately in the L.M. & A. Islands and a rational revenue structure evolved in place of the out-moded system obtaining at present.
- 165 339 It is seen that only about  $3\frac{1}{2}$  years were left in the term of the Second Plan when the Plan for the Islands was approved. It is understood that there were further delays in starting the schemes due to non-receipt of sanctions from various Ministries concerned in time. The Committee suggest that the Ministry should see to it that the progress of schemes sanctioned, belated as they are, is not held up in future.
- 166 341 The Committee are sorry to note that co-ordination as between the several Ministries in regard to the execution of development schemes in the L.M. & A. Islands has been insufficient so far. The Committee suggest that the Ministry of Home Affairs should see to it that this is ensured to the fullest extent in future.
- 167 344 The Committee suggest that the Ministry should take early steps to provide a regular steamer service between the mainland and the Islands and also ensure that purchase of a second boat for which amount has already been provided to improve inter-island communication, is expedited. The Committee further suggest that if vessels are not readily available for purchase, the services of the smaller ship builders on the coast may be enlisted for the purpose.
- 168 345 The Committee would further urge that loans should be given liberally to the 'odam' owners for fitting diesel oil engines to their 'odams' requests for which have been received already by the Administration. In this connection attention is invited to the recommendations made by the Committee in paras 153 and 161 of their 62nd Report (First Lok Sabha)—

“..... the feasibility of giving financial assistance for mechanising the sailing vessels, without waiting for the enactment of the proposed

1

2

3

legislation should be examined by the Ministry. The Committee feel that it should be possible to do so by departmental action."

"The Committee suggest that the sailing vessels industry may be regarded as a sort of cottage or village industry and all the necessary assistance and facilities may be given for its preservation and development."

- 169      347 The Committee suggest that some of the middle schools in the Islands should be converted into secondary schools and the question of imparting free education upto the secondary stage may be taken up with the Ministry of Education. This will avoid the necessity of Islanders coming all the way to the mainland for high school education.
- 170      348 The Committee suggest that the proposal to set apart a section for girls in the boys hostels at Elathur may be examined and implemented early till provision for higher secondary education is made in the Islands.
- 171      349 The Committee suggest that a concerted drive in social education should be made and in order to wean away the people from their isolated pattern of life, the Administration should endeavour to educate public opinion particularly about the development schemes, through the various audio-visual methods so that they might come forward to co-operate in the execution of the same.
- 172      350 The Committee are surprised to be informed by the Ministry that it is not possible to indicate the period within which filariasis and leprosy are to be eradicated completely from the L.M. & A. Islands. The Committee suggest that concerted efforts should be made to eradicate these diseases by having first an accurate survey of the prevalence of each disease and of the staff and equipment required and thereafter necessary provisions should be made for their eradication, within a target date according to a phased programme. Feasibility of establishing a full-fledged hospital at Minicoy or Androth which are the two most populous Islands may also be examined by the Ministry of Health.
- 173      351 The Committee suggest that the coir monopoly scheme should be run on a no-profit no-loss basis.



1	2	3
174	352	The Committee suggest that introduction of the proposed measures for developing the coir industry may be expedited.
175	353	The Committee further suggest that the feasibility of entrusting the responsibility of running the coir depots to co-operative societies to be set up for the purpose may be examined.
176	354	<p>As development of fisheries is one of the schemes for the Islands with a large scope for revenue, besides economic development of the people, the Committee suggest that:—</p> <p>(i) Subsidised sale of pablo boats and fishing requisites should be stepped up.</p> <p>(ii) Regular training should be given to the Islanders in modern fishing methods.</p> <p>(iii) The fishermen should be encouraged to form Fishermen's Co-operative Societies for undertaking large scale catching of fish on a commercial scale.</p> <p>(iv) The feasibility of providing a fish trawler to the Islanders may be examined.</p>
177	356	The Committee understand that the proposal to set up a sub-division of the C.P.W.D. to take up civil works in the Islands has been sanctioned. The Committee would urge that the officers should take up positions early and the Additional Chief Engineer (Union Territories) should see to it that the building programme in the Islands proceeds according to schedule.
178	357	The Committee also suggest that the Ministry should ensure that the construction of staff quarters is completed by the end of 1955-60 as proposed, so that the required staff are posted in the Islands to speed up the development programmes.
179	358	The Committee are sorry to note that no proper plan has been prepared so far for a hydrographic survey of the L.M.&A. Islands although it is considered very essential in order to make the Islands safe for navigation. The Committee would, therefore, urge the Ministry to take up the matter with the Ministry of Defence and

1

2

3

see to it that a phased plan is prepared to complete the hydrographic survey of the Islands in a given period of time. In this connection, attention is invited to the following recommendations made by the Committee in paras 182 and 182 of their 51st Report (First Lok Sabha):—

“The Committee regret to note that the hydrographic survey of the coast-line of India is progressing at snail’s pace.... The Committee consider this very unsatisfactory and recommend that suitable measures should be taken to complete hydrographic survey of the entire coast-line within a period of ten years.”

- |     |     |  |
|-----|-----|--|
| 180 | 359 | For an independent appraisal of the welfare schemes undertaken for the Islanders, the Committee consider it desirable to extend the jurisdiction of the Assistant Commissioner for Scheduled Castes and Scheduled Tribes, Kerala to this group of Islands.   |
| 181 | 360 | The Committee consider it incongruous that the office of the Administrator should be located on the mainland and suggest that this should be shifted to the Islands as early as possible so that a co-ordinated and continuous watch on the implementation of the various development schemes included in the Five Year Plans can be kept. |

## APPENDIX XXI

### *Analysis of recommendations contained in the Report.*

#### I. Classification of recommendations:—

##### A. Recommendations for improving the organisation and working:—

S. Nos. 1, 2, 3, 4, 5, 6, 7, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 25, 26, 27, 28, 29, 30, 31, 33, 35, 36, 39, 40, 41, 42, 44, 45, 46, 47, 48, 53, 54, 55, 57, 58, 59, 61, 63, 64, 67, 68, 70, 71, 72, 73, 74, 75, 77, 78, 79, 81, 82, 85, 86, 87, 90, 91, 92, 95, 98, 101, 102, 103, 104, 105, 110, 111, 117, 118, 119, 121, 125, 132, 133, 134, 135, 136, 138, 141, 145, 146, 149, 151, 152, 158, 163, 164, 165, 166, 177, 180, and 181.

Total 99

##### B. Recommendations for improving and or extending the welfare activities in the country.

S. Nos. 49, 50, 51, 52, 56, 60, 62, 65, 66, 69, 76, 84, 88, 89, 94, 96, 97, 99, 100, 106, 107, 108, 109, 112, 113, 114, 115, 116, 120, 123, 124, 127, 128, 129, 130, 131, 137, 140, 142, 143, 144, 147, 148, 150, 153, 154, 155, 156, 159, 160, 161, 162, 167, 168, 169, 170, 171, 172, 173, 174, 175, 178, and 179.

Total 63

##### C. Recommendations for effecting economy (including those for increasing the Revenue).

S. Nos. 8, 9, 10, 11, 12, 24, 32, 34, 37, 38, 43, 80, 83, 93, 122, 126, 139, 157 and 176.

Total 19

Grand Total 181

#### II. Analysis of the more important recommendations directed towards economy (including those for increasing the revenue)

S.No	No. as per summary of recommendations	Brief Particulars
1	2	3
1	8	The reduction effected in the number of staff in the Delhi Administration as a result of transfer of certain subjects to the Municipal Corporation and later on with the implementation of the reorganisation

1

2

3

proposals does not appear to be in proportion to the amount of work transferred. There is still room for further rationalisation in this regard and scope for effecting further economies.

- 2            9    The workload of the three Under Secretaries in the Delhi Administration, (General, Home and Appointments) to be carefully assessed with a view to see whether it could be distributed among two Under Secretaries.
- 3            10   (a) Supdt., Medical Services may act as Under Secretary (Medical) in the Delhi Administration.  
              (b) Director of Industries and Labour, Delhi may act as Director of Employment and Training.
- 4            11   With the transfer of several subjects to the Territorial Councils, there is considerable scope for effecting economies in the Administrations of Himachal Pradesh, Manipur and Tripura.
- 5            12   The system of having heads of departments as *ex-officio* Secretaries to the Administrator should be accepted as the normal pattern in the Union Territories.
- 6            24   The Ministry should impress on the Territorial Councils the necessity of augmenting their internal resources revenue and keeping the administrative expenditure to the minimum.
- 7            32   Proper and intensive utilisation of natural resources particularly in Himachal Pradesh and Andaman and Nicobar Islands and development of cottage and small-scale industries in all Union Territories.
- 8            34   Delhi to be put more or less on par with other States so far as internal resources *vis-a-vis* Central assistance are concerned.
- 9            37   Percentage of expenditure on civil administration to that on social services is high in Delhi and Himachal Pradesh.
- 10           38   The Ministry of Finance should examine whether the decrease in the expenditure on civil administration in Delhi, Himachal Pradesh, Manipur and Tripura has been in proportion to the amount of work and the number of staff transferred to the Municipal Corporation/Territorial Councils.

1	2	3
11	43	Most of the economies effected in the Union Territories cannot be taken as real economies. The matter may be looked into with a view to effect some real economies.
12	80	The Public Relations Committee and the Industrial Advisory Board Delhi, might be combined into one Committee under one Chairman.
13	83	Forests in Himachal Pradesh can generate abundant wealth if exploited with imagination and boldness. There is scope for an organised development of forest resources with modern plants for processing and seasoning of timber.
14	93	There is no justification for a full fledged Directorate of Education to continue in Himachal Pradesh. Considerable economies are possible and should be effected, at the time of reorganising the set up.
15	122	The proposed increase in the strength of the Porter Corps in Manipur is very much on the high side. The number should be substantially reduced.
16	126	The workload of each department in the Tripura Administration should be carefully assessed and necessary reduction in staff effected in view of the transfer of a good portion of the work to the Territorial Council.
17	139	There is no justification for the continuance of a full fledged Directorate of Education under the Tripura Administration.
18	156	Development of tea, coffee and rubber plantations in A & N Islands would yield a good source of earning foreign exchange for the country.
19	176	Development of fisheries in L & M. and A. Islands is one of the schemes with a large scope for revenue.

**LIST OF AUTHORISED AGENTS FOR THE SALE OF PARLIAMENTARY PUBLICATIONS OF THE LOK SABHA SECRETARIAT, NEW DELHI-1**

Agency No.	Name and address of the Agent	Agency No.	Name and address of the Agent	Agency No.	Name and address of the Agent
1.	Jain Book Agency, Connaught Place, New Delhi.	26.	The International Book Service, Deccan Gymkhana, Poona-4.	50.	Chanderkant Chiman Lal Vora, Gandhi Road, Ahmedabad.
2.	Kutabistan, 17-A, Kamla Nehru Road, Allahabad.	27.	Bahri Brothers, 188, Laxpat Rai Market, Delhi-6.	51.	S. Krishnaswamy & Co., P.O. Teppakulam, Tiruchirappalli-1.
3.	British Book Depot, 84 Hazratganj, Lucknow.	28.	City Book-sellers, Sohan-ganj Street, Delhi.	52.	Hyderabad Book Depot, Abid Road (Gun Foundry), Hyderabad.
4.	Imperial Book Depot, 268, Main Street, Poona Camp.	29.	The National Law House, Near Indore General Library, Indore.	53(R)	M. Gulab Singh & Sons (P) Ltd., Press Area, Mathura Road, New Delhi.
5.	The Popular Book Depot (Regd.), Lamington Road, Bombay-7.	30.	Charles Lambert & Co., 101, Mahatma Gandhi Road, Opp. Clock Tower, Fort, Bombay.	54(R)	C. V. Venkatchala Iyer, Near Railway Station, Chalakudi. (S.I.)
6.	H. Venkatarani & Sons, Vidyandih Book Depot, New Statue Circle, Mysore.	31.	A. H. Wheeler & Co. (P) (Ltd.), 15, Eign Road, Allahabad.	55(R)	The Chidambaram Provision Stores, Chidambaram.
7.	International Book House, Main Road, Tiruvandrum.	32.	M. S. R. Muthy & Co., Visakhapatnam.	56(R)	K. M. Agarwal & Sons, Railway Book Stall, Udaipur (Rajasthan).
8.	The Presidency Book Supplies, 8-C, Pycroft's Road, Triplicane, Madras-5.	33.	The Loyal Book Depot, Chhipi Tank, Meerut.	57.	(R) The Swadeshamitran Ltd., Mount Road, Madras-2.
9.	Atma Ram & Sons, Kashmere Gate, Delhi-6.	34.	The Good Companion, Baroda.	58.	The Imperial Publishing Co., 3, Faiz Bazar, Daryaganj, Delhi-6.
10.	Book Centre, Opp. Panna College, Patna.	35.	University Publishers, Railway Road, Jullundur City.	59.	Azeez General Agency, 471, Tilak Road, Thupai.
11.	J. M. Jain & Brothers, Mori Gate, Delhi-6.	36.	Students Stores, Raghurath Bazar, Jammu-Tawi.	60.	Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-1
12.	The Cuck Law Times Office, Cuttack-2.	37.	Amar Kitab Ghar, Diagonal Road, Jamshepur-1.	61.	Shri A. P. Jambulingam, Trade Representative & Marketing Consultant, Prudential Bank Building, Rastapuram Road, Secunderabad.
13.	The New Book Depot, Connaught Place, New Delhi.	38.	Allied Traders, Motia Park, Banpal.	62.	K. G. Aseervadam & Sons, Cloughpet, P.O. Ongoli, Guntur Dist. (Andhra)
14.	The New Book Depot, 79, The Mall, Simla.	39.	E. M. Gopal Krishna Kone (Shri Gopal Mahal) North Chitrai Street, Madurai.	63.	The New Order Book Co., Ellis Bridge, Ahmedabad.
15.	The Central News Agency, 23/90, Connaught Circus, New Delhi.	40.	Friends Book House, M.U., Aligarh.	64.	The Triveni Publishers Masulipatanam.
16.	Lok Milap, District Court Road, Bhavnagar.	41.	Modern Book House, 286 Jawahar Ganj, Jabalpur.	65.	Deccan Book Stall, Ferguson College Road, Poona-4.
17.	Reeves & Co., 29, Park Street, Calcutta-16	42.	M. C. Sarkar & Sons (P) Ltd., 14, Bankam Chatterji Street, Calcutta-12.	66.	Jayan Book Depot, Chappariwala Kuan, Karol Bagh, New Delhi-5.
18.	The New Book Depot, Modi No. 3, Nagpur.	43.	People's Book House, B-2-829/1, Nizam Shahi Road, Hyderabad Dn.	67.	Bookland, 663, Madar Gate, Ajmer (Rajasthan).
19.	The Kashmir Book Shop, Residency Road, Srinagar, Kashmir.	44.	W. Newman & Co. Ltd., 3, Old Court House Street, Calcutta.	68.	Oxford Book & Stationery Co., Scindia House, Connaught Place, New Delhi.
20.	The English Book Store, 7-L, Connaught Circus, New Delhi.	45.	Thacker Spink & Co., (1936) Private Ltd., Esplanade East, Calcutta-1.	69.	Makkala Pustaka Press, Balamandira, Gandhinagar, Bangalore-9.
21.	Rama Krishna & Sons, 16-B, Connaught Place, New Delhi.	46.	Hindustan Diary Publishers, Market Street, Secunderabad.	70.	Gandhi Samiti Trust, Bhavnagar.
22.	International Book House Private Ltd., 9, Ash Lane, Bombay.	47.	Laxmi Narain Agarwal, Hospital Road, Agra.		
23.	Lakshmi Book Store, 42, M. M. Queensway, New Delhi.	48.	Law Book Co., Sardar Patel Marg., Allahabad.		
24.	The Kalpana Publishers, Trichinopoly-3.	49.	D. B. Taraporewala & Sons Co. Private Ltd., 210 Dr. Naoroji Road, Bombay-1.		
25.	S. K. Brothers, 15A/65, W.E.A., Karol Bagh, New Delhi-5.				

---

---

PRINTED AT THE PARLIAMENTARY WING OF THE GOVERNMENT OF  
INDIA PRESS, NEW DELHI AND PUBLISHED BY THE LOK SABHA  
SECRETARIAT UNDER RULE 382 OF THE RULES OF PROCEDURE AND  
CONDUCT OF BUSINESS IN LOK SABHA (FIFTH EDITION).

---

---

